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ABSTRACT

This seven-part report presents a recommended plan for state-wide evaluation of the Extended Opportunity Programs and Services (EOPS) program in the California Community College System. Chapter I describes the procedures used by Educational Evaluation Associates in devising the plan, discusses the role played by evaluation study groups, representing legislative/executive and college constituencies. Chapter II presents an assessment of existing sources of evaluation data, including the EOPS evaluation form, fiscal and budget reporting forms, student data cards, the Unified Statewide Reporting System, proposed on-site operational program reviews, fiscal audits, and EOPS year-end reports. Chapter III describes the information needs of the legislative/executive and college groups for determining EOPS program success. Chapter IV compares the EOPS program data sources with the EOPS information needs as indicated by the two study groups. Chapter V reviews several recent research studies examining different facets of the EOPS program. Chapters VI and VII present the recommendations for the evaluation system. These recommendations include suggestions for changes in several of the existing data sources; the addition of several new measures including surveys of EOPS student goals and long-term success; and the implementation of an evaluation report schedule. Several appendices provide supportive information. (AYC)

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EVALUATING EOPS
A USER ORIENTED PROCEDURE

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A Report to the
Chancellor's Office,
California Community Colleges

EEA EDUCATIONAL EVALUATION ASSOCIATES

EVALUATING EOPS: A USER ORIENTED PROCEDURE

(Presented to Chancellor's Office for

California Community Colleges)

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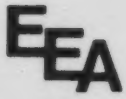

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EXECUTIVE SUMMARY

This report describes a study of EOPS done by Educational Evaluation Associates (EEA). The purpose of the study was to develop a plan for evaluating the EOPS program. In developing this plan EEA worked closely with two groups. One group represented community colleges throughout the state. The other included representatives of the legislature and various other agencies in Sacramento.

In this "user-oriented approach," we based the evaluation on the kinds of questions expressed by these two user groups. We compared these questions with the information that was already being collected. In some cases the data matched the questions. In other cases there was a mismatch. We determined how much useful information could come from the existing sources and then constructed new measures to provide the missing data.

The key features of the report are:

1. We suggest some changes in several of the existing data sources:
   - -- certain USRS data elements should be revised, and a new annual USRS survey of all students should be conducted;
   - -- an automated plan for analyzing the final fiscal claim forms (Form A-1) should be developed;
   - -- the Operational Program Review (OPR) should be expanded in scope;
   - -- the efforts of the California Post-Secondary Education Commission (CPEC) to add an EOPS identification to student data should be supported.

2. We suggest several new measures:
   - -- Supplemental Survey of EOPS student plans and career goals should be undertaken;
   - -- Longitudinal Study of EOPS students' long-term success should be begun;
   - -- a study of the differences between program plans (Form 10) and program expenditures (Form A-1) should be done. This will tell us which data can be used to answer certain questions.

3. We suggest an evaluation report schedule:
   (It is not enough to simply gather information. Information must be communicated in a clear and timely manner.)
   - -- six evaluation reports for each year's program are recommended;
   - -- the focus of each report is described along with the data required to complete each.

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Chapter I

PROCEDURES

This report presents a recommended plan for state-wide evaluation of the EOPS program in the California Community College System. The plan developed by Educational Evaluation Associates (EEA), has been devised over a period of eight months using a set of systematic procedures. The first step was the development of a complete description of data sources currently available for evaluation of EOPS. Concurrently, we sought to understand of various user constituencies' information needs. The primary mechanism for attaining this "user feedback" was the establishment of two "evaluation study groups"--one representing legislative/executive users and one representing college users.

In the next step, an analysis of the matches between available information and user needs along with insights from other research studies provided the bases for detailed recommendations. In these recommendations we maintained existing data sources wherever possible, made suggestions for modifications of some, deleted others, and suggested new data sources to be added to the evaluation system. Equally as important as the analysis of the data sources are the recommendations for evaluation reporting and the analytic procedures for producing those reports. The best evaluation data is of little worth unless it finds its way into a report or display that helps users to improve programs or make other important program decisions.

Existing Data Sources

As the initial step in the effort to devise a set of evaluation procedures for EOPS, we examined the existing data sources. We focused on six sources of information currently available: the application form, the fiscal and budget reporting form, student data, the on-site operational program review, the fiscal audit, and year-end reports. Information was gathered on each of these from three sources: examination of all available materials, interviews with individuals who were developing or modifying existing procedures and comments and perceptions of EOPS groups about the validity of each source. We described each data source, indicated existing procedures for data storage and reporting and commented on the reliability and validity of the data.

The Evaluation Study Groups

This effort was guided by the feedback of two study groups representating the various user constituencies. The project initially conceived of a combined study group representing legislators, key state decision makers at the executive level, local community college decision makers (including Deans and EOPS directors) and staff of the Special Studies Unit of the Chancellor's Office of the California Community Colleges. On further examination it seemed infeasible for the consultant to meet simultaneously with all of these individuals. Thus, EEA along with the Director of Special Studies (Ron Dyste) modified the procedure and formed two evaluation study groups.

The legislative/executive study group included: James Browne (Aide to Senator Alan Sieroty), William Chavez (Assembly Consultant on

Post-Secondary Education), Bruce Hamlett (Specialist, California Post-Secondary Education Commission), Vincent Montane (Aide to Senator Alfred Alquist), George Normington (Principal Program Budget Analyst, Department of Finance), Dale Shimasaki (Legislative Analyst's Office) and Floyd Weintraub (and subsequently Frank Barrera) (Admissions and Outreach Services, University of California). A number of meetings were scheduled during the course of the project in order to gain insights into the information they required for decision making. Each of the members of the legislative/ executive study group attended at least one meeting; in addition briefing papers, draft chapters and various summary tables were mailed to all group members for comment.

The second group, "the colleges group," consisted of the following individuals: Norma Fimbres (Special Programs, California State University, Northridge), Ernest Gregoire (EOPS Director, Mt. San Antonio College), Karla Henderson (EOPS Director, Los Angeles Pierce College), Christine Johnson (Dean of Student Services, College of Alameda), Melinda Matsuda (EOPS Director, Chabot College), Alfred Mendoza (Instructor, Los Angeles Southwest College), Paul Preising (Instructor, Evergreen Valley College), and Buster Sano (Specialist, Chancellor's Office, CCC). The EEA team met with the "colleges group" on a number of occasions during the contract period in order to determine the unique information needs at the local college level that might be met by a state-wide evaluation system.

In addition, members of the two evaluation study groups not present at a meeting were contacted subsequently by EEA staff to obtain their inputs into the process. Typically, these contacts involved mailing the materials that had been distributed at the meetings and

soliciting comments, but occasionally phone interviews took place. Some members of the study group who were present at the meetings were also contacted by phone to obtain further clarification of their comments.

Several other individuals participated in each of the study groups in an ex-officio capacity. Ron Dyste, Director of the Special Services Division of the Chancellor's Office participated on a number of occasions and provided feedback on various reports. George Hall, a member of his staff, was the contract monitor, made all arrangements for meetings and also participated fully. Jennifer Franz, working on an allied project, also participated. In addition, the EEA Consultant held meetings with the staff of the Office of Special Studies, Chancellor's Office, CCC. The purpose of these meetings was to obtain added insights into various evaluation data sources currently available.

As a part of the process of seeking the most broadly based consensus possible and being responsive to user needs, a presentation and discussion also took place at a state-wide meeting of EOPS directors in Long Beach.

Other Research Reports

In addition to the study groups' input, we examined several prominent research reports that might provide appropriate insights for devising a state-wide EOPS evaluation system. While there were many related reports that might have been examined, four seemed particularly relevant. They were: The Statewide Longitudinal Study of Community College Students (Sheldon and Hunter); What Happened to the EOPS Students of Fall 1973? (Preising); College Going Rates in California (Knoell); and The Study of Extended Opportunity Programs and

Services in California Community Colleges. (Farland, Rose, Nyer & Trent; Evaluation and Training Institute.) In each instance we obtained a copy of the research report(s) and renewed it thoroughly. Some reports were single volumes (such as ETI); in other instances the work of the project constituted a number of separate but smaller studies (such as The State-Wide Longitudinal Study). Occasionally, we benefited from a phone interview with the author of the report (e.g. Steve Sheldon) or a more casual conversation (e.g. Paul Preising); and, in one instance a co-author was commissioned to write a paper specifically directed to the issue of development of the state-wide EOPS evaluation based on his report (James Trent - ETI report). With respect to the State-Wide Longitudinal Study, we benefited from the recently completed analysis of that study by Jennifer Franz (1981). In summary, an analysis of these various studies provided an additional element for consideration in devising the recommended EOPS evaluation system.

Devising a Plan

The remainder of the report is quite straightforward. There is a certain logical consistancy from chapter to chapter, which follows the reasoning process exemplified by the following set of questions:

(1) What are the existing sources of data and are they usable in their present form?

(2) What are the information needs of the various user audiences?

(3) To what extent do useable data sources meet the existing information needs?

(4) What insights can be gained about state-wide evaluation of EOPS from other research studies?

(5) Should each existing data source be retained, modified or deleted?

(6) What additional data sources are appropiate for meeting specified and unmet user information needs?

(7) What is the timetable for data collection?

(8) What evaluation reports should be produced to serve the various information needs? What data sources are to be a part of each report?

(9) What is the reporting time schedule?

(10) What analysis procedures are required for producing the specified evaluation reports?

Chapter II

EXISTING EVALUATION SYSTEMS

Our work on this project includes, as one of its components, a review of existing evaluation systems used for state-wide assessment of community college EOPS Programs. While no concerted effort has yet been made to develop a state-wide evaluation system, there are nonetheless, elements present that might be thought of as an "existing evaluation system." Data are collected from many sources. Supplemental analysis of this data is conducted as well as other project activities which have evaluation implications. Finally, there are personnel throughout the system who, in some way, engage in evaluation. Perhaps it is an exaggeration to call this aggregate of data sources, procedures and people a "system," but their presence must be understood, accounted for, and improved in the subsequent development of a well integrated state-wide evaluation plan. We will consider each of these areas separately.

Data Sources

A discussion of the current EOPS program monitoring and evaluation procedures of the Chancellor's Office of the California Community Colleges reveals six sources of evaluation data about the program. These six sources are:

1. The application form (EOPS Form #10).
2. Fiscal and budget reporting (Form A-1)
3. Student data (Student Data Cards and "USRS")
4. On-site operational program review (proposed)

5. Fiscal audit

6. Year-end reports (EOPS Form #12)

In the following six sections we will describe each data source, indicate where and in what form the information is stored, and assess its reliability and validity.

Application Form

EOPS Form #10: Description. An application for EOPS funding must be submitted annually to the Chancellor's Office by each community college. This application (EOPS Form #10), describes the proposed program including the fiscal resources required for its operation. The form includes a listing of personnel to be assigned to the project, of services to be provided to students, of materials to be purchased, of student population to be served, etc. In short, a rich data base is available describing the intentions of the EOPS programs throughout the state.

The program description begins with a statement of project goals and an abstract of community-based needs. It includes a statement of need, a description of planned activities, and a list of output objectives reported for each component. The application form requires that the projected organizational structure be broken down into nine programing-related categories; including, for example, Management Services (100), Outreach Services (200), Instructional Development and Services (300), Direct Aid to Students (900), etc. This information fills about half of the pages in the application.

The rest of the application is concerned with reporting budget data in considerable detail. Each of the nine components is broken

down into between three and five activity types, and all projected staff salaries are budgeted by activity type. Thus, for example, the Instructional Development and Services Component (300) is subdivided into four activity areas:

Curriculum and Course Development (310)

Instructional Services (320)

Tutoring (330)

Other (340)

Personnel costs for each employee are reported by component, and, in addition, the percentage of time each individual will spend on each activity is indicated. (For a complete listing of all 37 activity types, see Appendix A).

Non-personnel costs are also reported by component. Standard four digit accounting codes are used in reporting these costs (materials, supplies, equipment, etc.) Both those items funded from EOPS money and those paid for by the district's own funds must be included in the application.

Also reported, are the number of student contacts anticipated for each component, and the total estimated unduplicated number of students served.

As this brief overview clearly indicates, the EOPS program application is an extremely detailed document, containing a wealth of information about the anticipated program. One caution is in order, however: it is only a proposal. As such, it may or may not represent an accurate description of actual program activities and expenditures. It will be important to determine the differences between these proposed budgets reported on Form #10, and actual program expenditure levels.

An estimate of these differences may be available from other fiscal reports and this will be investigated in a subsequent section.

EOPS Form #10: Data Storage and Reporting. The Chancellor's Office of the California Community Colleges contracted with Survey Data Associates of Los Angeles to develop software for computer coding and analysis of the data from EOPS Form #10. The software that was developed can analyze all the quantitative data in the program applications (e.g., budget, activity types, numbers of students, etc.), but the program descriptions (need, goals, activities, etc.) are not being coded or analyzed. Thus a great deal of the information contained in the application forms will not be accessible from the computer files and no reports or analysis are planned.

However, analyzing only the numerical data is still a substantial task, and there is much information to be found there. Survey Data Associates has also been asked to conduct some data analysis of the 1980-81 program applications, and they have already produced summary tabulations of the first 3 data categories. In each instance, the analyzed data have been reported by individual college and then aggregated by district, geographic region, size of school, school type (urban/suburban/ rural) and, finally, a statewide summary. The completed reports describe:

a. Program Activity Types (Item 1.9 of EOPS Form #10). This report tabulates which of the 39 activity types is included in each school's program application. The amount of activity is not reported, but only its presence or absence as a part of the school's program.

b. Other Funding Sources (Item 2.8 of EOPS Form #10). This report summarizes the amount of money available to each college from all

other sources which have potential or actual use in serving disadvantaged students. The report also indicates, in each case, whether the use of these funds is coordinated with the EOPS program.

c. Direct Student Aid (Component 900 of EOPS Form #10). This report describes all grants, scholarships and work study funds paid to students (both EOPS students and regular students) from all funding sources. This includes federal, state, institutional and private monies.

The final report to be prepared this Spring and submitted by the end of the contract year (July, 1981), is the most complex. It will describe the complete breakdown of all personnel costs by component and by activity type (Item 3.5 of Form #10).

At the conclusion of the analysis, SDA will give the raw data tapes and all reports to the Chancellor's Office where they will be available for further analysis, if desired. The Chancellor's Office can then conduct similar analyses of Form #10 data in the future.

Some small refinements in the system for next year are still being considered. In particular, Survey Data Associates has suggested some changes in Form #10 to simplify future data coding. Final decisions on these changes should be reached by the Summer of 1981.

EOPS Form #10: Reliability and Validity. The data themselves appear to be quite accurate. The chief analyst at Survey Data Associates estimates an error rate of less than 2%. This should not be too surprising, since there are built-in cross checks against arithmetic and clerical errors in most budget reports.

There was one small exception to this high accuracy estimate. Apparently, directions were unclear and confusion developed about the procedures for calculating the unduplicated student total on the

summary page. The numerous errors in this item appear to be the fault of overly complex instructions. The problem is not too serious, however, because the correct calculation can be performed using the data reported on the individual component pages.

The data also appear to fairly represent the entire system. There are 106 community colleges in the system, and Survey Data Associates had initially been provided with applications from 83 of these schools for its analysis. The reason for the missing data was not clear. For some reason, data for only 78% of the colleges were initially forwarded to SDA. However, that problem has now been remedied and the full data set is available for analysis.

Overall, our analysis shows that accurate and representative data on proposed EOPS program budgets and activities do exist. The Chancellor's Office has the capability to continue generating similar information in future years. It should be reiterated, however, that these are only the projected quantitative data from EOPS Form #10. Program data on project objectives, needs and anticipated outcomes are not available on the computer, or in any other aggregated form.

Fiscal Reporting Procedures

The total funding level on which the EOPS program applications are based, does not necessarily equal the total allocation the school will eventually receive for its EOPS project. As a result, the projected budgets will probably differ from the actual expenditures during the year. Therefore, it becomes important to investigate the procedures that are employed to monitor and report on acutal program expenses. We found that actual expenditures are reported at the same level of detail as in the projected budgets in terms of standard accounting

codes; however, the expenditure reports show somewhat less detail in program categories than the budgets. This will be described more fully in the following sections.

Final Project Allocations. Final project allocations are not determined until June or July, after the new state budget is signed into law. A mathematical formula determines what share of the total statewide allocation is given to each college. The formula assigns weights to different elements of the EOPS program proposal--number of students served, demonstrated need, etc.--and calculates each college's portion of the total allocation based on a weighted sum of elements of their proposal.

Before colleges can begin their EOPS program activities, they must first obtain approval for a revised budget which reflects the actual allocation level, rather than the level of funding they projected in their initial application. Revisions are begun in the spring after tentative figures have been provided, but final determination awaits the signing of the official state budget.

Fiscal Reporting Requirements. When schools receive the formal notification of their final project allocations for the year, they must submit a revised budget and a request for budget approval using the EOPS Budget and Accounting Form (EOPS Form A-1). This form requires that expenditures be broken down by object code, using the same standard four digit codes that were used in the program application. In addition, each expenditure must be coded according to the major program category which it supports. For fiscal reporting purposes, the school's program has three major program categories rather than the 39 program subcomponents used on the program application:

- Category A - Program Development and Maintenance;
- Category B - Student Services;
- Category C - Direct Payment to Students.

In addition to the proposed expenditure levels, colleges report the district's financial contribution to EOPS-related services and the estimated number of students served by program activities in categories B and C. Once this form has been prepared, it is submitted to the Chancellor's Office for approval.

During the course of the year, a variety of fiscal procedures are in force. Mid-year invoices, claims and transfers are each reported on a separate EOPS form. Invoices and Claims (EOPS Forms A-2 and A-3) must be submitted before any funds can be transferred to the college's account. Such requests are usually filed quarterly, but can be submitted as often as desired. These forms have only limited interest from the point of view of program evaluation.

Of potentially greater interest for evaluation are the EOPS Transfer Requests (EOPS Form A-4). Colleges must obtain approval for any transfers of funds between major program categories. A brief explanation of the reason for the transfer must accompany any such request. Because such transfers reflect potentially important changes in the school's program, the accompanying documentation may be useful in program monitoring and review.

In practice, very few major transfers of the type described above are actually made. More often, colleges make minor adjustments within program categories. These minor changes do not need advance approval. However, as a matter of course, most colleges do notify the Chancellor's Office of such changes.

At the end of the year, a final claim must be submitted by filling out in its entirety the same form (EOPS Form A-1) that was used for the budget approval. All expenditures must be reported by object code and by major program category. In addition, all transfers (both between categories and within categories) must be shown. The district's financial contribution must be described, and the total number of unduplicated students served in Categories B and C must be reported. These reports are sent to the Chancellor's Office where they are reviewed for accuracy and errors are corrected.

Data Availability and Reporting. All fiscal reports we have described are filed with the Specially Funded Program unit in Sacramento, where they are maintained thoroughout the year. At the present time, all auditing and review is based on the actual documents that are submitted. Nothing is coded for computer analysis or stored on magnetic tape.

Generally speaking, few summary reports are compiled. One end of the year compilation is made of the overall state-wide aggregation of expenditures by object code and major program category. Unless there are special requests for other information, no further analysis or aggregation is usually carried out.

Reliability and Validity. The fiscal reporting system is quite accurate. Expenditures are closely monitored throughout the year to insure that colleges do not exceed their allocated funding level. End-of-the-year reports must balance, of course, and they are carefully checked and revised if there are any errors. Thus, the fiscal data that is available is completely accurate.

The only non-dollar figures reported on the fiscal forms are the number of students served. While it is acknowledged that this figure may not be as accurate as the expenditure figures, it nonetheless merits attention as one measure of program impact and level of service.

Student Data

The community college system has had a mechanism for collecting data on student demography, and academic progress for a number of years. For the past five or six years, supplemental data on EOPS students have been collected using the EOPS Student Data Cards. The system is now changing, and the collection of data on EOPS students soon will be integrated into the Uniform Statewide Reporting System (USRS). This system is being pilot tested in the Spring of 1981, and will be fully implemented in the Fall of 1981, when the data from the academic year, 1980-81 are to be reported by the colleges. We will describe both the existing Student Data Card system and the new USERS approach.

EOPS Student Data Cards--Description. Each college has been required by the Chancellor's Office to submit basic and supplemental data on each EOPS student. Three forms were used: one provided certain school-wide summary data and the other two reported on characteristics of each EOPS student. The college was responsible for coding the data and submitting it on punched cards or magnetic tape to the Chancellors' Office (some smaller colleges still provide documentary input)

Form #1 requested various demographic data about each EOPS student including sex, age, ethnic background, highest grade attended and marital status. Also included were a number of items related to

students' financial status and eligibility for the program. A number of items on Form 1 were optional: the directions indicated that these items "may be included or excluded as you desire... these optional items will not be processed by the Chancellor's Office at this time." As one might expect, very few of these items were completed for most students. Optional items included questions which might be considered confidential (e.g. student's name, address, living arrangements, income, family status, initial contact with the school and initial contact with EOPS).

EOPS Form 2 - Student Data was designed to provide data about financial grants to students, EOPS services provided, and the student's academic progress and accomplishments. The form requested data on the financial need of each student (e.g., dollar amount of EOPS grant, scholarship amount). In addition, data were to be provided on the services received (e.g., hours of recruitment time, hours of tutorial time, hours of counseling). In the area of academic progress, each college was asked to report the students' college major, the number of units attempted, the number completed, and the students' cumulative GPA at the end of each term. Finally, the form required some measure of students' "accomplishments" (e.g., whether they received an AA certificate, pursued a four year degree or found employment).

With the exception of the student's name, all of the information on Form 2 was required. (Students had the option of providing an I.D. number other than their Social Security number, so long as they used the same I.D. number on all forms.)

The final form (Form 3) provided a summary of institutional data. This form was designed to obtain statistics on college-wide indicators,

such as the withdrawal rate and the overall GPA at the college. These indicators might be used for comparisons between colleges. In addition, Form #3 provided data about the amount of EOPS funds expended in seven specific program categories.

EOPS Student Data Cards -- Data Storage and Reporting. Each college was required to submit the EOPS Student Data Card information to the Chancellor's Office by the end of October. These records were compiled on magnetic tapes and stored at the Teal Data Center in Sacramento.

Limited uses were made of data from EOPS Student Data Cards. A single page summary containing descriptive statistics was usually prepared for each school. The "most important" items from the forms were reported, including units attempted and units completed. A state-wide summary was also prepared, and it proved useful as a data base for describing the EOPS program in legislative budget hearings. The report provided evidence about the special needs of EOPS students and the level of participation in the program. Apart from these two documents, little was done with the data once it had been collected.

There are a number of reasons for the seeming underutilization of the data. The data collection system was established with good intentions, under the assumption that the information would be useful. However, data analyses do not appear to be directed by the need for answers to specific predetermined questions. In EEA's experience, data collected to be part of an "information base" rather than supplying specific information needs are seldom useful. Furthermore, storing of the student data tapes in Sacramento at the Chancellor's Office and the computer tapes for the program application (Form #10) at another

location increases the difficulty of merging these two sources of data. There are apparently plans to remedy this problem.

EOPS Student Data Forms--Reliability and Validity. These data appear to be somewhat less representative and less accurate than the program application data (Form #10) described above. The percentage of EOPS students on whom data is actually reported has ranged from a low of 35% of the total EOPS population to a high of 86% over the past five years. The overall trend has been toward more complete reporting; two years ago data were received on approximately 52,000 EOPS students out of total of 60,000. No attempt has been made to determine whether the characteristics of the students who did not report differed in any significant manner from those who did.

In addition to our concern about the percentage of forms received; we must also address the question of the accuracy of the data that are reported. Depending on the particular item in question, this accuracy varies considerably. Data range from "totally unusable to quite accurate" as one person at the Analytic Studies unit suggested.

For example, data on student enrollment--number of units attempted, number of units completed, grade point average--are probably accurate. Such information is central to the functioning of the college: it plays a key role in fiscal decision, and is highly relevant to academic administration. As a result, it is recorded with greater care and maintained up-to-date throughout the year.

On the other hand, many of the items reported on the Student Data Cards are not the subject of such careful attention. For example, reports of EOPS contacts--the recruitment, tutoring, counseling and other EOPS service hours received by each student--are probably not

accurate. In fact, only two of these items have been retained in the new USRS system. It was felt that only specific tutoring and counseling hours could be compiled reasonably and accurately over the course of a year.

The feeling among people who have worked with the Student Data Cards over the years, is that many of the data items are almost worthless. In a discussion of the directions that should be taken in developing a new evaluation system, one member of the evaluation study group reflected back on the Student Data Cards:

> "Data cards? The data have not been used because they knew it was not good data. Whatever is put together in an evaluation system must go forward and not look back, because the previous data are not good."

Several factors account for the inaccuracy of much information. Different problems arose with different information categories. We will mention four problems, noting that various of these issues were relevant to different data items.

1) Students failed to report some items. Their own income level, for example, was frequently not reported.
2) Students lacked knowledge of some items, such as their parents' income level.
3) There were flaws in the data reporting system. For example, there were only four digits allowed for zip code, but it was not clear whether the first four digits or the last four digits were to be reported.
4) The data reporting forms were not self-contained, and it was sometimes necessary to refer to a second document to obtain an explanation of an item. This was not always done.

In summary, the EOPS Student Data Cards were designed to collect a great deal of relevant information on EOPS students. Over time, the number of students on whom data are collected has grown considerably. A reasonably high return rate has been achieved in the last two years. However, the accuracy of the reported data varies considerably from element to element.

The information has not been used extensively, as far as we could determine. As one college member of the evaluation study group commented, "Those of us in the field have never understood the use of Student Data Cards, or why we need to go through this exercise in futility every year."

Starting with the October 1981 reporting cycle, a new system will be used for collecting this information and it is to that system that we now turn our attention.

USRS--Description. As of October 1981, all community colleges will begin reporting EOPS student data as part of the Uniform Statewide Reporting System (USRS), and the use of the EOPS Student Data Cards will be discontinued. USRS is a comprehensive reporting system developed to standardize and simplify information gathering throughout the community college system. It was pilot tested in Spring, 1981, and will be fully implemented by Fall, 1981.

The USRS system will gather data on a variety of different topics, principally, characteristics of the total student population and measures of instructional activity. In addition, special sections deal with other topics such an enrollment in non-credit courses, the EOPS program, handicapped students and the vocational education program.

Information of interest to evaluators of the EOPS program will be found in two places. Background data on all students will be found among the common student elements reported each quarter for everyone enrolled in the system; supplemental information relating specifically to the EOPS students will be found among the special EOPS student data elements collected annually.

Most of the information from Form #1 of the old Student Data Cards will be found among the common student elements. This broad category includes information about citizenship, high school education, residence, personal characteristics (age, sex, race) and student academic progress. Of particular interest will be units of regular credit courses attempted and positive attendance course enrollment (enrollment in short-term or non-credit courses for which daily attendance records are maintained). Total weekly classroom hours is another data element which is being collected. This item takes on importance, because not all courses offering the same number of credits meet for the same number of hours each week. Vocational education courses, for example, usually require a much greater number of classroom hours for each unit of credit earned.

Much of the information that was contained in Form #2 of the Student Data Cards has been incorporated into the special EOPS data elements. This includes the student's academic number of units completed, financial aid awarded, GPA for the term, cumulative GPA, and the number of hours of EOPS counseling and tutoring services received.

Some of the items from Form #2 have been dropped. Colleges are no longer required to report "accomplishments" (i.e., certificate, degree, job placement), information which was poorly reported in the past. (In many respects, the loss of this potentially important outcome data is quite unfortunate.) The section on EOPS services received has been simplified, requiring only tutoring and counseling hours to be reported, and omitting recruitment, re-recruitment and other service hours. Academic major is reported as it was in the past, though each school uses its own codes to identify major fields. It would be

possible, though somewhat more difficult, to decode and aggregate this piece of information.

Overall, there are only minor differences between the data that was available on EOPS students under the old system and that which will be available under USRS.

USRS--Data Storage and Reporting. As was the case with data from the previous student data cards, all USRS data will be compiled by the individual colleges and transmitted on cards or magnetic tape to the Chancellor's Office. Systemwide data tapes will continue to be maintained at the Teale Data Center.

It has not yet been determined what analyses will be done or what reports will be written. Certainly, some reporting back to the schools and some statewide aggregation will continue as in the past. Beyond that, however, there have been no decisions about what information will be tabulated and in what form it will be presented. As in the past, this will be determined by the information needs of the various offices and agencies and by the priorities that are established between now and the time the analysis begins.

USRS--Reliability and Validity. Careful consultation has gone into the development of USRS, and every attempt has been made to insure that the resulting data are accurate and representative. At this point, discussion of the reliability and validity of data not yet collected can be only conjecture. However, the plans for data handling suggest that reliability and validity will both be improved.

For example, the first step will be to conduct preliminary validation checks of the reported data. Internal checks of the coding itself will detect errors. Summary statistics and reports of erroneous data

will then be returned to each college for further verification and correction before the data are finally analyzed.

It is anticipated that more attention will be paid to some items in the validation process than others. For example, there will probably be no attempt to validate how accurately students' academic goals are reported. On the other hand, sample census data on actual course enrollments will be returned to each college for careful cross checking. Similarly, there may or may not be any attempt to validate the accuracy of the counseling and tutoring hours reported for EOPS students. In this respect, the attitude seems similar to the one taken toward the old EOPS Student Data Cards; some information will probably be deemed less important than the rest (based on a variety of criteria; e.g., perceived low validity, low priority, cost).

The overall impression is that the USRS system will be more reliable than the previous data collection effort. There are other reasons for this observation in addition to the careful organization that has gone into developing the system. For one thing, the data reporting will now be coordinated by the data processing offices at the colleges rather than by the EOPS directors. The individuals working in the data processing departments are more attuned to the data collection concerns than those individuals who most often had the responsibility for the Student Data Cards. (On the other hand, they are further from the EOPS program and may not have some data available.) Secondly, some of the more ambiguous or unclear items were deleted from the reporting formats. A third reason for thinking that the data reported in USRS will be more accurate is that some of the EOPS program functions (e g. tutoring and counseling) have begun to receive

increased funding from the federal government and this funding carries with it requirements for more detailed and complete record keeping. These improved record keeping systems should increase the reliability of the data reported to USRS.

It is too early to tell how complete the reporting will be under USRS. The reason for developing a unified system was to standardize reporting requirements and thus make the process easier. More complete and accurate results are anticipated, but we have no basis for judging whether the percentage of student data reported under USRS will increase or decline, or whether the data that are reported will be more or less accurate than before.

Operational Program Review Process

Beginning in the fall of 1981, the Specially Funded program unit of the Chancellor's Office hopes to implement an on-site monitoring and review program called the Operational Program Review process. Planning for this effort has been underway for some time, but the final decisions on the size and scope of the program will not be made for another two or three months. The following reports the current planning for these activities.

During Phase I of the planning for this activity, the initial monitoring and review model developed by the Specially Funded Program unit was reviewed by field personnel from three special programs--EOPS, handicapped and financial aid. These three task forces critiqued the initial model, made recommendations for modifications and suggested procedures for implementation.

During Phase II, which is currently underway, the in-house staff of the Chancellor's Office is reviewing the recommendations from the

task forces and preparing a revised program model and implementation strategy. In Phase III, the final model will be submitted to the Executive staff of the Chancellor's Office for approval and submission to the Board of Governors.

Description. We will present a brief description of the Operational Program Review process model as it currently exists, with the full knowledge that it may yet undergo modifications. What follows should be understood as a tentative picture which provides only a general outline of the OPR process.

As currently envisioned, the OPR process will be a two or three-day on-site team review of colleges' Specially Funded programs--EOPS, handicapped and financial aid. Time and resource constraints will probably limit the number of colleges that may be visited each year. One staff person in the Specially Funded Program unit "guestimated" that between 20% and 30% of the community colleges might be reviewed annually. Thus, all colleges would be visited within a 4-year cycle. At the present time, the Chancellor's Office staff hopes to begin the OPR process in 1981-82 with a sample of up to 20 community colleges.

The purpose of the OPR process is to assist colleges in preparing for state and federal program audits, reviews, evaluations and/or accredidations. Within this general framework, two sets of documents have been prepared to focus the review efforts. They are referred to as the Compliance Documents and the Parameters Documents.

The "Compliance Documents" contain a complete listing of all state and federal requirements for record keeping for each of the three programs. Using these as guidelines, the team members will review with the college's program staff all the documentation they should have to comply with existing regulations.

The "Parameters Documents" for each specially funded program contain a comprehensive list of all activities that one might envision in an ideal program. Comparing these to actual programs, the team members would be able to identify where the college is making exceptional effort and where additional attention might prove worthwhile.

The previous two paragraphs might suggest that the OPR process will focus on examination of documents and ignore the observation of actual program activities. This is not the case. The OPR process is designed to be much more than merely a "paper chase." Both, in the area of compliance and in the area of program activities, the team members will observe project activities, discuss issues of concern with relevant staff and participants, and check to see the extent to which actual program activities matched what had been specified on paper.

At the conclusion of the OPR process the team will conduct an exit interview with the staff at the college and prepare a written report to the college and the Chancellor's Office soon thereafter.

Operational Program Review in Evaluation System. It is, of course, too early to tell exactly how useful the written documentation from the OPR might be in a broad-based EOPS evaluation system. As envisioned, the OPR process will consider both matters of compliance and program effectiveness. Thus, it might well offer valuable data on program implementation, type of services offered and effectiveness of program activities. The parameters document in particular, may provide a useful measure of program implementation. Our experience with such "checklists" in other contexts cautions us that its use may evolve into a simple cross checking form which identifies neither level nor quality of services rendered in each category. Barring this, it has great potential as an element in a larger evaluation system.

Fiscal Audit Procedures.

The authority for auditing EOPS programs stems from a 1951 statute stating that "Audits were to be performed to determine the validity of the allocation of state funds for school/program purposes and to establish proper fiscal accountability" (Chapter 1259). The legislature has reconfirmed the intent of this statue with the enactment of Senate Bill 787.

In the spirit of Bill 787, the Department of Finance and the Chancellor's Staff jointly carried out approximately 12 audits of EOPS programs in 1979-80. Since that time, the procedure has been temporarily discontinued in favor of a new model--an EOPS self-audit, which is only in its pilot phase at the present time. The new self audit will be described below, but first we will review the strengths and weaknesses of the existing audit process. This will also familiarize the reader with the important content areas to be addressed in any fiscal audit--be it the current model or the projected self-audit format.

The Existing Audit Process--Description. The audit procedure, itself is directed from the Chancellor's Office. Its intent is to review the documentation of all expenditure claimed against state EOPS funds. In performing the audit, a team of fiscal experts spends approximately 10 days to two weeks at an individual EOPS program site, examining all records pertaining to EOPS expenditures, including both finanical records and documents. At the conclusion of the visit, a report is prepared detailing the team's findings and recommendations are presented to the EOPS program director.

The present audit process has two major parts: a funding review and a program review. These functions are conducted by the on-site

audit team, and should be reflected in the final report developed by the team.

The basic question to be answered by the audit team in the funding review is: "Are the expenditures reported on the EOPS final claim format correct and substantially in compliance with EOPS regulations?" The audit team carries out two procedures in responding to this question: a fiscal audit test and a Title V audit test.

The fiscal audit test reviews the budget accounts to determine that the EOPS funds are being accounted for separately, and reviews the expenditure documentation to determine the congruence between the amount claimed and the documentable expenditures.

The Title V compliance test looks at several factors related to the expenditure of funds: eligibility of students to be receiving EOPS monies, eligibility of programs for funding under EOPS guidelines, payroll expenditures, percentage of personnel time expended on EOPS-related activities, eligibility of salaried positions, and costs excluded under EOPS guidelines.

The basic question to be answered by the audit team in the program review section of the report is: "Are the programs and services reported in the approved project in operation and adequately meeting the goals and objectives of the college?"

In responding to this question, the audit team looks at whether the personnel exist and the program is actually in operation as planned. They document whether there is an EOPS administrator directing the program, and whether there is an active and properly constituted advisory committee. They review the level of staffing to determine if there are an adequate number of personnel to properly identify EOPS-

eligible students and track their progress. They determine whether there are adequate procedures for maintaining audit trails and for determining student eligibility. Finally, they examine whether thre are adequate support services to meet the needs of the EOPS students and to carry out the goals and objectives of the college's EOPS program.

Results of Previous Audits. Some type of EOPS program audit has been carried out for over a decade, and during this time, the audit results have been mixed. The main audit exceptions in the funding reviews have been: awards of aid to ineligible students, improper accounting of EOPS funds, and a lack of understanding regarding regulations. While such examples of audit exceptions can be found, it is fair to say that, by and large, the audits conducted to date have shown no major discrepancies. The major need is for a procedure to continue the same level of fiscal scrutiny at a lower level of staff effort. The guidelines from the Chancellor's Office to the audit team for the program review section of the report includes an appendix defining each of the terms used. This is to insure consistency and clarity in the reports system-wide.

An examination of several sample audit reports shows that the actual activities carried out by the audit team did not fully encompass each of these guidelines. Rather, the audit team appears to have concentrated on providing detailed examinations of each line-item from the budget to judge whether the item compiled with guidelines and legal requirements. By following a line-item-by-line-item format, the team did not respond to the question of whether the programs and services were adequately meeting the goals and objectives of the college.

This program review section of the report has typically turned up a number of audit exceptions at each college reviewed. Exemplary of the kinds of things noted are: services to ineligible students, questionable advisory committee functions, and poor record keeping processes.

The problem of services to ineligible students seems to be a fairly common one: "Students enrolled in this program were, in many instances, high school students and not eligible to apply for federal financial aid whose procedures for determining eligiblity are also the basis for determining eligibility for the EOPS program"..."Students enrolled in this program were, in many instances, found not to have completed a FAF form which is utilized as the basis of determining need and thereby eligibility for participation in the EOPS program".

Poor record keeping processes were found to be responsible for several audit problems: "...the documentation made available to the audit team was inadequate to demonstrate (these claims)"..."in addition, the purchase of (item) ... was inappropriately recorded under this budget category"...and "expenditures for student aides should not be recorded here, but should be recorded more appropriately in Parts B or C."

The EOPS program needs to maintain its credibility by being able to withstand rigorous scrutiny from the outside. Since its inception, however, EOPS has not had a well-defined and strictly-adhered-to means by which it could be fully audited for fiscal and regulatory compliance. In order to begin standardizing the fiscal procedures and to reduce the number of audit exceptions across all EOPS programs, a special project has been funded to provide a mechanism for addressing this common area of need.

Self-Audit Guide. The Chancellor's Office of the California Community Colleges has funded a special project at Sierra Community College to develop an audit guide. It is intended that this Guide be used by those in the field--directors, business office directors and personnel, district auditors, independent auditors, and staff of the California Community Colleges Chancellor's Student Services Section--in the auditing of their EOPS programs. The Guide will be a "working tool for lay individuals", a "well-defined means" of auditing for fiscal and regulatory compliance. Those developing the Guide intend to adhere to audit standards prescribed by the American Institute of Certified Public Accountants, the Department of Finance, and the Chancellor's Office.

The Guide itself will have three parts: (a) financial audit of budget activities, expenditures and claims; (b) illustrative reports as a result of fiscal activities; and (c) regulatory compliance reviews. It will also include the following reference checklists: compliance; student services/direct grant eligibility; regulatory reference material.

It was projected that the finished Guide will be available and delivered to the Chancellor's staff for review and distribution to the field by August, 1981, with the development team staff available subsequently for on-site, in-service training. A sample of 20 schools will be identified for field review of the audit procedures in 1981-82. Current plans call for a detailed review of 3-5 of these sites the following year to make final adjustments in the guide before systemwide implementation is begun in 1983-84.

The Self-Audit Guide should reduce the incidence of audit exceptions, while providing a common means of measurement among the

various participating colleges. It will also provide a common point of reference for all EOPS program personnel. The Guide does not, apparently, address the issue mentioned in the Chancellor's Audit Procedures for EOPS of whether "the programs and services reported in the approved project are in operation, and are adequately meeting the goals and objectives of the college".

It is impossible to determine, at this early phase in the development of the self-audit guide whether it might be useful in an evaluation system. There is no doubt that it addresses important issues. However, its form and accompanying procedures are far from final, and it would be premature to do anything beyond making note of its existence for future scrutiny.

Year-End Report EOPS Form #12--Description.

The EOPS Program Unit at the Chancellor's Office of the California Community Colleges requires EOPS programs to present a Year-End Report. This report is intended to provide data on the extent to which the various program activities have been implemented and the intended future status of each activity. The report does not provide any indication of whether or not program objectives have been attained. Thus, in evaluation terminology, the intent is simply to evaluate the extent of implementation of the instructional process, rather than the educational outcomes produced by that process.

The year-end report is really quite a simple affair. Each college is asked to duplicate the program application description pages from the project application. For each program description page, (typically an objective), the college fills in a Form EOPS #12.

Form #12 asks for two things: (1) a description of how each activity listed in the program proposal was accomplished and the progress toward accomplishing each objective listed; and, (2) the status of the activity. EEA's review of a sampling of year-end reports reveals that colleges put forth very little effort in describing progress toward accomplishing each objective listed. On the other hand, there is some self-evaluative data on each of the activities. Thus, colleges might describe the way in which the activity was conducted, the number of planning meetings held, the extent to which the activity was undertaken, or whether there was variance in implementation, etc. This is potentially interesting information. However, it is not clear what use is made of these data. On the one hand, the anecdotal and highly idiosyncratic nature of the data makes them incredibly difficult to interpret. On the other hand, the detail available about the extent of purported program implementation throughout the state provides a rich base for further understanding about EOPS programs.

The final column of Form EOPS #12 asks for an indication of the future status of each activity. Community college EOPS directors provide their own estimate of whether that particular activity ought to be maintained (M), Reduced (R), Expanded (E), or Discontinued (D). Not surprisingly, a sampling of year end reports reveals that EOPS directors feel that most activities listed in project plans ought to be either Maintained or Expanded. There are very few instances of a request for reduction. Typically, requests for discontinuance of an activity follow the inability of the project to implement it; thus in instances where personnel could not be hired or where the activity was simply unattainable, one occasionally finds a request for discontinuance.

It seems to us, that the future status category provides little in the way of usable evaluative data. It may be helpful for the EOPS program staff at the Chancellor's Office in reviewing next year proposals, but it does not provide much indication about current year programs' success. In part, we make this assertion, because of the lack of guidelines presented to program directors in determining future status. In short, a program director might have any of a wide variety of motivations for making particular judgments about the future status of each activity.

EOPS Form 12-Data Availability and Reporting. No information is currently available from this data source, because its use has been temporarily suspended for the current school year--pending development of a complete evaluation system. In the prior school year ('80-'81), only a sampling of colleges had "tried out" the procedure.

Chapter III

THE NEED FOR INFORMATION

All parties (the legislative/executive group and the colleges group) have the same major concern. They want to be able to interpret the data convincingly enough to indicate whether or not the EOPS program has been "successful." There exist, however, many differing perceptions of the meaning of the term "success," and these perceptions or definitions influence the types of questions asked and the corresponding data-gathering requirements. In this section of the report we will describe what the two groups-legislative/ executive and the colleges-perceive as appropriate evidence of success. We have derived these views from comments made by each group in earlier meetings, as well as from follow-up interviews where appropriate.

Legislative Executive Branches

From the evaluation study group meeting and from subsequent phone conversations with several members not present, some points of view have emerged about appropriate information for legislative/executive needs. Generally, participants from the legislative/executive branches of government primarily identify "success" as the rate of student retention and the subsequent transition to four-year institutions. Transition, itself, is seen as the logical and desirable outcome of the educational process which begins with recruitment, continues with the formulation of student goals after counseling, and concludes with the completion of the courses attempted in order to gain acceptance into a four-year institution.

This theme of retention/transition recurs throughout the course of the discussions. For example:

> "...I'm interested in numbers with regard to recruiting, retention--there are measures of retention, some standard measures, class dropout rates, that sort of thing--another sort of measure is the length of time it takes a student to complete their objective versus other students having similar objectives--and also what their success is when they leave the institution, which we call transition. Those are outcomes that I have an interest in, and I think the legislature would..."

Another comment further clarifies this point:

> "There's a big source of transfer students in community colleges, and it really hasn't been transferring...and in some case, we've got to get EOP directors to see that those students get in and out as soon as possible and go on to a four-year institution."

As a consequence of adopting this view of "success," the data-gathering requirements focus around several categories of data: student data, program data, and financial/budgetary data.

Student Data. Participants in the discussion recommended the gathering of a number of types of student success data. Ideally, the measurement of "success" would include the following:

a) Longitudinal data from recruitment to retention to transition
b) Numbers of students who go on to four-year institutions
c) Follow-up studies on students after transition
d) Minority representation in two-year vs. four-year programs
e) Comparable records for both EOPS and regular students in terms of progress through the system, grades, units attempted vs. units completed, graduation and placement.

Aside from these measures, a number of other comments were made by study group members about data problems or information needs relating to students.

Legislative/executive study group members generally felt that more emphasis should be placed on collecting additional anecdotal/descriptive data than has been the case in the past, in order to better understand how students make decisions and the contributing factors to retention and transition. As one participant stated:

> "My sense is that we get a better response in legislative hearings when we have students who are warm bodies there, giving stories about their experiences with EOPS, indicating that they're now at law school here or there or president of their own business now. Demographic data does not really hold great interest for the legislature."

Another participant contributed:

> "I remember one time I went with three students just to visit. We had no intention of testifying. It was the Senate fiscal committee ...the Chancellor's staff was in a state of surprise because it didn't look like they were even going to go along with the governor's budget request--they were going to cut from there. So I was hustled up, and they wanted us to provide some testimony in support of augmentation. And what happened is that my students literally got into arguments with (names of legislators), so that was proof of the pudding..."

Follow-up studies of students after transition (to a higher educational institution) are seen as further appropriate documentation of the effectiveness of the program outcome:

> "We've been asking for that (data on follow-up after transition) for three years. And it seems like, given the fact that it pops up on every set of budget hearings, it seems worthy of being incorporated into whatever ongoing evaluation we have...That's one of the things that strikes me the strongest about future budget augmentation--would be to find that EOPS students just proportionately outnumber non-EOPS in going to state colleges. That's very important."

Study group members also pointed to the importance of reporting student data on progress through the college (units attempted versus units completed) and retention within the college. Furthermore, a representative from the University of California noted the desire to have evaluation data that would allow them "...to track how U.C.

Outreach students do in the Community Colleges..would like to be able to track and work with these students."

It should be noted, however, that EOPS students may have very different goals from uniformly preparing to transfer to a four-year institution. Although the participants seemed to agree that the legislature, itself, would not put priorities on serving one type of student (those who were planning to transfer to a four-year institution) as opposed to another, they also reaffirmed that the particular issue of retention/transition is the one which recurs over time. For example, in response to a question about possible legislative pressure in one direction or another, one participant responded that:

> "Well, let's put it this way--to the extent that you can anticipate the policy directions of the legislature, which is very difficult, but the legislature has already brought this issue up for a couple of years (retention/transfer)--the extent to which you can come up with solutions and directions, the legislature is going to be much more comfortable with giving you money to do it."

Another participant continued,

> "I don't think they're going to say you should have that as a priority, but they're sure going to say how are you doing? What percentage of your EOPS students are transferring, etc.? We have a problem which has been identified by everyone now."

By emphasizing retention and transfer as a recurrent criterion for "success," much less attention is being paid to the achievement of other types of goals in other terms. Thus, the power of the data purporting to measure total "success" in other terms is correspondingly weakened.

Some further concerns and comments were expressed by legislative/executive study group members about the topic of student goals. Most of these comments related to the goal data as an inadequate source of information. The first type of problem revolved around the formulation of the goal question on the student data cards:

> "That's one of the surprises I got in looking at the statewide data that's requested...they were saying that the categories for goal did not express the kinds of things their students pursued at their campuses. So what they did is they made that particular question optional. And very few people responded, I think it is much less than 50%. It's not mandated...But the other is that among the ones who responded, there were a lot who said "none." Maybe that says the question is asked poorly, or it means that students are not getting much in the way of counseling..."

The second type of problem stemmed from a lack of expressed goals on the part of the student entering the college. The difficulty was summarized as follows:

> "I can see people coming in and putting down an undeclared major. They might say, don't put a particular major down, even if you know you're going to declare a particular major, just basically lay low your first year, because you might want to change your mind. It's better to shift from undeclared than from another major. Maybe there is that sort of, 'well, you don't have to come up with a goal at this point, let's see where it takes us.' But the point is that you're going to use the dollars better, if people have some idea of what they plan on using their time in school for. I don't think it's unreasonable to have a goal in mind, an AA, BA, or a certificate in a particular area...I'm not into the idea of a revolving door. We've got a lot of students going in and a lot going out before they've completed any kind of degree, and it's unclear--I mean I'm sure it has some bearning on their life goals. Well-defined goals seems like a real important starting point."

Many students simply do not know what their goals are and view college as an opportunity to further refine and understand their own capabilities and opportunities. This "searching" part of a college education is not confined to EOPS; indeed "undeclared" is the most popular major at four-year institutions throughout the United States. However, one study group member felt that such comparisons are inappropriate because the legislative/executive branches demand greater evidence of goal direction among college students who are receiving special services in state-funded programs.

A final question arises regarding the "meaning" of student data that is collected, within the context of an "open access" policy at

community colleges. Many different types of students now enroll under the EOPS program. These students are not all starting from the same point in their development and/or academic achievement level, yet little data has been gathered on the rates of individual student differences. As one participant stated:

> "...'let's put a minimum GPA requirement'--I think that kind of attitude still prevails. And I think a lot of the legislature doesn't understand the meaning of open access, the open door policy of the community colleges and what it is all about...The other part relates to the youngster who has grown up (in a disadvantaged home) and then gets the notion to go on to get a BA and a Ph.D. You need some data on what kind of student you're getting in the first place...Clearly, the students are poor. And, of course, that can have a lot of bearing on other things, too."

Since the factor of prior preparation and readiness for college is seen as having an effect on the eventual "success" of the student in terms of retention and transition, the consensus is that more emphasis should be placed on gathering this type of background student data.

Program and Process Data. Several legislative/executive study group members identified the importance of careful documentation of services provided with EOPS funds in any evaluation report.

> "The argument we make for EOPS is that it is a categorical program designed to target disadvantaged students, and what are we getting for this? You guys (Chancellor's Office EOPS Staff), will get up and testify that we get financial aid, we get counseling services, all those sorts of things. Well, we ought to know to what extent those services are being provided and to what extent we're getting any benefit out of it."

The point is that the EOPS program, along with most other programs, simply does not do a good enough job of describing fully and completely the services that are provided. Legislators need to have full and complete (and understandable) information on what specific services were provided to what specific students in what time frame. (They also want to know "with what results"--but, are satisfied to a great extent if the evaluation of services provided is well done).

This is illustrated by the following example: A legislative representative on the study group identified the annual report of the California Conservation Corps as a model of a good evaluation report. This relatively brief report, analyzed by EEA staff, documents the achievements of the CCC workers in performing public service tasks/ public service program objectives. While the report fails to offer any evidence of the implementation of student improvement program objectives and student achievement outcomes, it does an excellent job of documenting services provided to CCC workers and to communities. This had a strong impact on the person who saw the report. The report also highlights the importance of well-packaged anecdotal data, as was mentioned previously.

A further elaboration of the program services theme is provided by those who feel that an important element of relevant evaluation data is the description of program type and program organization. The interest is not only in the description of the program characteristics, but in an analyses of the extent to which those characteristics match the college's EOPS goals and are sensible in light of that mission. One evaluation study group participant stated,

> "In other words, I'm also interested in how the program is organized to achieve what it is supposed to do. And are there any patterns in terms of the number of components funded and any of the results that seemingly are achieved? I'm also interested in what type of personnel are providing the service..."

Financial and Budgetary Data. Another area acknowledged to be important was fiscal and budgetary data. Study group participants noted that auditing the proper expenditure of funds was important, but emphasized that fiscal concerns went beyond merely auditing that no irregularities had occurred, that regulations had been followed, etc.

The types of information generally conceded to be useful in relating evaluation to financial/budgetary issues would include data to help answer questions such as the following: (1) What is the relationship between the resources used and the number and type of students served?; (2) What is obtained for the EOPS money in terms of program components, implementation of programs, benefits, improvements?; (3) What is the relationship between EOPS financial aid per student and retention/transition rates?; (4) What are the hidden costs of the program?

Participants affirmed the importance of accurately describing the financial aids provided to students in the program. "After all," noted one study group participant, "I've never heard any one of those ads (recruitment) that didn't mention EOPS financial aid."

The cost-effectiveness of EOPS services was a continually recurring theme. The concern is reflected by the following example of counseling procedures at different colleges. (Counseling was only an example, the cost-effectiveness issue extends to all services.)

> "The best illustration that comes to my mind is the difference between City College (A) and City College (B) in the area of counseling. (B) spends a lot of its money in hiring professional counselors, so they have a very high cost for counselors. (A) spends most of its money on student counselors who are trained to provide more minimal functions. So what I'm interested in doing is looking at what are the expected outcomes. If you're going to pay five times as much money for professional counseling vs. a peer, what do you expect is going to be the result on the student in this difference?...That puts us in the middle of lots of controversies, but at the moment we don't really have an idea as to what they are doing."

While it has been very attractive to talk about, the cost per EOPS student and the average costs of different kinds of services provided, these numbers are deceiving--there are hidden costs. One of the participants provided a caveat:

> "One of the selling points of the program over the years has been that it's looked like a bargain. But there's been a hidden cost... and that is that those figures don't include the additional money being put in by the college ADA revenues. There is also the question of students actually served by EOPS. How many students of those eligible for EOPS (who didn't get funded) didn't continue in college?

Thus, it may not be right to consider cost-effectiveness within the narrow limits of EOPS program activities. A wider view of these issues is likely to be required. This is illustrated in another way by potential "data problem" related to the economic self interests of colleges, particularly with regard to transfer students. As one participant noted:

> "In fact, there may be fiscal disincentives (to encouraging transition). If you have problems getting students this year, a college might suggest that a student come back next year--that students be encouraged to stick around. To summarize, I think the other part of it is (other than the fact that maybe they're going to help some human beings get a degree and all that) what is the economic interest of the community colleges?"

As this person suggests, the incentive structure at the administrative level may actually work in opposition to the goal of increasing transition rates to four year colleges.

As was suggested at the outset, the legislative/executive study group had very basic concerns in three areas. The preceding discussion illustrates their focus on student data (particularly measures of retention and transition) program data (with a focus on documentation of services) and fiscal and budget data. The next section will describe the colleges' study group's point of view of the types of information needed in an effective EOPS evaluation system.

Colleges

Several types of information needs emerged from the discussions with participants representing the colleges' point of view. Many were

similar to those expressed by the legislative/executive branch participants. One obvious difference, however, was that there were many (and broader) perceptions of what could be considered "success" by the colleges group.

Participants agreed that their basic focus in measuring program outcomes accurately is to justify the programs themselves and to help both the local campus and the statewide system improve program planning.

> "...there's two things that have been surfacing. We definitely want information for explaining or justifying the programs, statewide or local, and also we want more information to help the local campus or statewide improve planning. And around these two factors...planning and justification...we need information that's going to meet both of those needs."

The two issues elaborated here require both data about students and data about program organization and resource usage. Although there is a certain amount of overlap, we will organize our discussion of the information needs in terms of these two categories.

Student Data. One dominant theme that sounded throughout the various conversations with the college level evaluation study group was the colleges need for more information than is presently available. College study group members also expressed concern about the quality of data that was available and about the procedures for gaining access to state-collected data. The college study group members provided some detail as to the type of information they desired. The information types can be classified as follows:

a) background information on the student's starting point before he/she enters the EOPS program,

b) reliable information on student goals,

c) comparative data between EOPS students and regular students in terms of number of units attempted/completed, goals and retention rates,

d) demographic information

The colleges need more background information on the starting point of each student because of difficulties in interpreting retention/transition rates. As one participant commented,

> "It may be that different colleges are serving different student groups...I'm just simply saying that we need to think of some way to be able to get better understanding of the meaning of the transition data, and for that reason we've got to have some better understanding of differences between student groups at different colleges."

Another participant questioned whether:

> "...in terms of looking at the units attempted and completed, we should adjust to the type of student that's actually being retained. Thus, the starting point of students is important in understanding retention."

One problem with the existing information on student goals arises from poor question formulation on the student data cards.

> "...the student information system now asks for student goals as an optional item. Very few people respond to it. Among those who do, over half say "unknown" or "don't know". Superficially, that looks odd that so many students would not know what they're there for, but what it more typically means is (that they wanted to respond) "none of the above." Our tools are not sensitive enough to pick those up. So we're just missing it."

Members of the colleges group concur that retention and transfer are appropriate dimensions for the measurement of success. But they caution that it is naive to consider these data without an understanding of student goals and student educational and home background factors. As one participant stated,

> "See, we don't have any information that we could say, now wait a minute--this particular group of students has been characterized as having the need to be in remediation for up to a year and a

> half before they enter into the regular programs--that sometimes happened. So you just can't take a straight out comparison of how many with given goals start out in year one and are done by year three, or year two. The community college students, EOPS students included, are not homogeneous. Although in EOPS, there's a tendency for people to think of these students as a homogeneous group, they're not. And, we don't really have any indication of what those differences are."

Another participant pointed out that,

> "...there is another question of success related to the types of things we've been discussing--retention data. What happens when they leave? What are the transfer rates of the EOPS students? And so forth (looking at these kinds of questions) that strikes me as being a real dangerous practice if it were done unqualified (i.e,, without knowledge of student background and goals). We have some programs that serve any student who meets the income criteria. And we have other programs that deliberately set a priority on students who are exceptionally high risk...And then you might look at retention, or the length of time it takes for the student to progress through school (which is another measure of retention that is often used) and again come to a false conclusion...Or, where are they three years after they entered? We might wind up with many false conclusions that one program is not doing as good a job as another if you just compare outcomes."

Another difficulty with measuring "success" by retention and transition rates relates to the problems of changes in student goals. For example,

> "A student comes in and says that his goal is to be here for one year to improve his skills and get a job and they're there and they improve their job--is that success? If a student says that his goal is to transfer to a four year institution, but then at the end of one year doesn't transfer to a four year institution and drops out and gets a job--is that success? Or is that a function of whether the student's initial goal was realistic? If a student says that his goal is to be here and get a two year credential, but then transfers to a four year college--is that super success?"

Program and Resource Data. Participants pointed out that the colleges have a multiplicity of missions. As a result, it is difficult to measure program success.

> "The community colleges serve multiple purposes compared to just transfer and vocational education. There are community services, and a lot of student service programs, certificate programs, etc... Something has happened to the community colleges and it's difficult for legislators to get a focus on what its mission is, because it seems that there's not a lack of mission, there's an abundance of missions."

College representatives also pointed to another dimension of the problem: making other parties cognizant of this expanded mission. As one participant stated,

> "This is certainly a big problem, because as you know, the community colleges are under attack right now for not transferring as many as they did 20 years ago, 15 years ago. And, up here the perception is that we have a problem, we don't know how big, with the legislature, which tends to see the community colleges in terms of the master plan that's 20 years old, rather in terms of what the institutions have become in the intervening time. The community colleges serve multiple purposes..."

Another issue brought out by the group is the problem of whether programs are serving the "appropriate" participants. Appropriateness is partially a function of the mission (or purpose) selected. In addition, no clear cut guidelines detail how selections should take place. As one of the participants defined the problem, "You might be helping 10,000, but is it in fact, the group you <u>should</u> be helping? The question of which group should be helped is, of course, a nebulous one and open to substantial debate. The current guidelines for the program provide indication that participants with highest priority are "first time student with the greatest need." The question, of course, of what is "greatest need" is still open to debate--and to individual interpretation by each college. As one study groups member noted:

> "The need of the community is what defines the highest priority student needs at your college."

Aside from accurate description of the population served and the appropriateness of programs, colleges also want to be able to make claims about success in terms of <u>program outcomes</u>. Participants pointed with frustration to the inability, thus far, to differentiate EOPS program effects:

> "...you resort back to general outcome measures. You wind up making an assumption that if there are differences, and if EOPS is a major service area that other students are not benefiting from, that you can claim that some of it (some claim all of it) is due to the program."

Again, study group members felt the necessity for certain kinds of evaluation data to describe program effectiveness. Transition was mentioned as convincing evidence of program impact. As one participant pointed out,

> "I think the transition of our students is very important. If we can find out, especially on a state-wide level,...but I think it'd be very interesting to know how our students do as they transfer on, and what percentage of our students transfer. I think that would be valuable information for EOPS to have, not only as ammunition, if we could show that 15, 20, 30 percent of EOPS do make the transition from community colleges to a four-year college, because we know that somewhere from 3 to 7 percent of the regular students make that transition."

Another participant continued along the same line of thought:

> "But my big concern right now is the transition--the movement from the community college to the four-year scene...I think what we don't know is the definite impact statewide that the program is having, and on the other hand, the transition--how many of our students are actually persisting and getting into a four-year school."

Although we have alluded to this in other sections of this paper, it is important to note that members of the colleges study group also pointed to the need for basic program demographic data. The following data illustrate the kinds of information that would be useful:

Number of students who applied for admission

Number attending class

Number persisted beyond first census week

Total dropouts

Financial aid

Registration: day/evening/occupational

Etc.

Also, of great importance is a description of the way that programs are organized. It is important to document the characteristics of programs. One participant noted that it is important to provide "a picture of the way various programs have organized themselves in terms of the functions they're addressing and the kinds of activities they're engaged in." One participant cautioned, however, that there is a danger in this procedure. There can be "an implicit message that this is the kind of thing you ought to do". Such an assessment could inhibit a campus from developing different types of programs to serve the particular needs of its students in favor of installing an existing program which might not necessarily be the most effective.

A better understanding of the utilization of program services was often mentioned by the panel. Which elements of the EOPS program are selected by which students? All participants agreed that they needed a clearer idea of which programs students chose to take, which program components wer successful, and why. In addition, they saw great benefit from having comparative student/program data systemwide. However, they felt that the present system of data collection and analysis was not providing this information. There is a very clear indication from the colleges study group that data of this type would be welcomed for local information purposes and would be important for program legitimation.

The topic of fiscal resources was prominent among the issues mentioned by college participants. An accurate summary of program costs is invaluable to the schools and is an important item in describing EOPS to the legislature and others. At the most basic level, data ought to be available on each college's allocation and the number of documented

eligible students. More general fiscal descriptions of the funds allocated to different program components are also seen as valuable information by the colleges. Comparative fiscal data can serve as a useful guide to what other colleges are doing. One participant noted:

> "I would like to have comparison information beyond what I might generate at the local level. In particular, I would like to see statewide data on amount of money for direct aid versus amount for services, then within services the amounts for counseling, tutoring, basic skills, etc."

Several of the participants pointed out that data concerning the relationship of fiscal resources to categories of services would be helpful in determining how the EOPS monies could best be utilized. As one participant states,

> "...all of this is part of the current era...where people are going to have to make better use of the monies they've got because it's not going to be coming in large increases as it did in the last decade."

Most of the participants also saw another dimension to the fiscal issue. There is a need for better understanding of the relationship between student background and fiscal resource requirements. Study group participants feel that if they "had information that would indicate that there <u>are</u> important differences in the needs of students ...where they must be served longer if they're going to suceed, it puts us in a stronger position to argue for dollars." One participant further analyzed this problem as follows:

> "We have gone through three years of an agreement which was struck between the Governor and the Chancellor's Office about the level of funding the Governor would provide for the EOPS program. The agreement was that he would allow so many additional students to be served, and a formula was devised to be able to provide money to students who had entered the program in the previous year, and those who were continuing in the second year, for a period of three years--that's called the ripple formula--well, the agreement's up, it's over. So we're now in a position where we're going to have to, in effect, renegotiate a process, a

> mechanism, for generating new resources from the state pie. Now, it's my feeling...that if we are facing the situation where students need to continue in the program longer, or there is a need for more students...well, that implies a completely different mechanism for requesting augmentations."

Comparative data is seen as a desirable additional piece of information which has not always been collected in the past. Two types of comparisons are desired: (1) statewide comparisons of different EOPS programs; and (2) comparisons of EOPS with regular college programs. What is being discussed here is not so much the nature of the data to be collected, as the manner in which it might be analyzed.

Some of the participants felt that statewide comparisons of EOPS programs could be a politically sensitive issue: "There's a comparative issue here, whether (or not) we're going to use this data as a basis for making comparisons of EOPS with the general student populations--now that gets into shaky political grounds." A further comment made on this point,

> "...There is a fair amount of data generally available that can be used for comparing EOPS to itself, (colleges with other colleges). We could to that now. What we can't do now is compare EOPS to the student body, because the general student information system does not include, for instance, data on units completed. We only collect that information state-wide on EOPS students."

The colleges study group echoed many of the concerns of the legislative/executive group, but they saw a number of additional information needs. Notwithstanding the difficulties, the consensus was that it would be helpful to be able to obtain statewide data concerning: the overall pattern of the program/student goals; program descriptions; EOPS vs. general student data; and transition/retention rates. Also seen as useful information, would be a clear description of what the colleges' recruitment plans are, and a general understanding of past historical trends.

Chapter IV

STATEWIDE EVALUATION OF EOPS

This section of the report compares the EOPS program data sources (Chapter II) with the EOPS information needs as envisioned by the two study groups (Chapter III). The correspondence between information needs and existing data will elucidate the questions of interest which can currently be answered. Furthermore, the comparison should point to the major data shortfalls of the current EOPS evaluation system. As will be noted, while much excellent and valuable data exist, there are some major discrepancies between needed data and data that are currently available.

Existing Evaluative Information

The existing information sources from Chapter II are summarized in Table I. The data have been categorized into five areas: student background characteristics and demographics, student academic information, EOPS program characteristics, EOPS service levels, and financial aid to students.

At first glance, Table I appears to suggest that almost everything anyone might want to know is collected in one fashion or another, but this impression is misleading. The footnotes at the bottom of the table point out some of the limitations of the existing data. Much of the data are either unreliable, not coded for computer analysis or collected on only a small number of colleges each year.

There are two important exceptions; the fiscal and the USRS reports are both reasonably accurate and readily accessible. The most accurate and useable data is that obtained from USRS, relating primarily

TABLE 1

Existing Evaluation Information

DATA ITEMS	DATA SOURCES			
	Student Data Cards[a]	USRS[b]	Application Form 10[c]	Fiscal Form A-1[d]
Student Background Characteristics and Demographics				
Sex	x	x		
Age/Birthdate	x	x		
Racial, ethnic group	x	x		
Martial status	x			
Financial need	x	x		
Residency		x		
EOPS Student Academic Information				
Highest grade completed	x			
Declared major	x	x		
College of last attendance	x			
High school diploma?		x		
H.S. of last attendance		x		
Academic standing	x	x		
Units attempted	x	x		
Units completed	x	x		
Academic status at beginning of year		x		
Year GPA	x	x		
Cumulative GPA	x	x		
Academic goal (OPTIONAL)	x			
Accomplishments (OPTIONAL)	x			
Overall college withdrawal rate	x			
EOPS Program Characteristics				
Number of components			x	
Types of sub-activities (27 types)			x	
Needs			x	
Component goals statement			x	
Activity descriptions			x	
Estimated number of students served			x	x
Actual number of students served				x

TABLE 1 (Continued)

DATA ITEMS	DATA SOURCES			
	Student Data Cards[a]	USRS[b]	Application Form 10[c]	Fiscal Form A-1[d]
EOPS Service Levels				
Resources per component (by object class code - 9 components)			×	
Resources per major category (by object class code - 3 categories				×
Resources per Activity (by object class code - 37 activities)			×	
Personnel per component			×	
Personnel per category				×
Personnel per activity			×	
Estimated number of students served by component			×	
Estimated number of students served by category				×
Actual number of students served by category				×
Districts' financial contribution (actual)				×
Distrists' financial contribution (estimated)				×
Counseling hours (EOPS & non-EOPS combined)		×		
Tutoring hours (EOPS & non-EOPS combined)		×		
Recruitment hours	×			
EOPS counseling hours	×			
EOPS tutoring hours	×			
Financial Aid to Students				
Student need	×	×		
Financial aid from each source	×	×	×	×

Note: Refer to previous section for a more complete discussion

[a] Student data cards are no longer being used, and have low reliability.

[b] USRS will first be fully implemented in 1981-82.

[c] Application forms reflect projections, not actual expeditures; only fiscal elements are coded for computer access. not program characteristics.

[d] Fiscal forms are not coded for computer access.

to student academic success and the level of individual student financial aid. As we will see later, these are the two areas in which a comprehensive evaluation system is best supported by current data collection efforts.

Necessary Information for Evaluation Questions

In Table II, we have categorized the concerns expressed by the study groups into six major questions of interest. In addition, the kinds of information appropriate to answer each question have been specified. The six major questions are:

1) What are the background characteristics of the EOPS population, and how do these compare with non-EOPS students?
2) What are the elements of the EOPS program, and how do these compare with services offered outside EOPS?
3) What level of services is provided in EOPS programs?
4) How are EOPS resources expended?
5) How successful are EOPS students during their tenure in the college, and how do they compare with non-EOPS students?
6) How successful are EOPS students when they leave the community college, and how does this compare with non-EOPS students?

A cursory glance at Table II may give the misleading impression that most of the information necessary to answer these questions will be found among the data that are currently collected on EOPS programs and students: indeed, the information categories have a striking similarity to those in the first table. The apparent 'data match' partly results from the use if similar terms in both tables. The tabular format further

TABLE II

Desired Information on EOPS[a]

QUESTIONS	RELEVANT INFORMATION
1. What are the background characteristics of the EOPS population?	Prior school experience: High school diploma/ certificate High school GPA College GPA Age Sex Race Parents' education level Parents' income level Student income level
a. How do these compare with non-EOPS students?	Same
2. What are the elements of the EOPS Program?	Community needs Program components Activities Services offered Number of type of personnel Organizational structure
a. How do these compare with services offered outside EOPS?	Same
3. What level of services are provided in EOPS programs?	Recruitment activities Instructional support Tutoring hours Counseling Administrative activities Other activities Financial aid to students
4. How are resources expended?	Cost per category Cost per component Cost per activity

TABLE II (Continued)

QUESTIONS	RELEVANT INFORMATION
5. How successful are EOPS students during their tenure in the college:	In terms of their own goals: Student educational goals In other academic terms: Units attempted/Units completed Academic standing Cumulative GPA Term GPA Drop-out rate/retention rate A.S. or A.B. certificate attained?
a. How do they compare with non-EOPS students?	Same
6. How successful are EOPS students when they leave the community college?	In terms of their own goals: Student goal statements In other terms: Vocational skills Job placements Transfer/transtition to four-year institutions Success after transition
a. How does this compare with non-EOPS students?	Same

[a] Desired information could be provided by program, comparisons between programs and comparisons with statewide data.

suggests that each question has equal importance. In reality this is not the case: the questions for which the greatest amount of information is available are not the ones stressed most strongly by the study groups.

This picture will be clearer if we consider each of the six questions, comparing the information that would be necessary to answer the questions with the available data. It is interesting to examine which of the six evaluation questions presented in Table II can be answered with information currently being collected. This will provide a more accurate appraisal of the gaps in the current data as the basis of an EOPS evaluation system.

The usefulness of existing data for answering the questions of interest is shown in Table III--Availability of Desired Information. The broad evaluation questions are presented in column one of the table, and the types of information that would be needed to answer these questions are shown in column two. All existing information sources that provide such measures are cited in column three, and those sources that are both reliable and computer accessible are indicated in column four. Specifically, column four provides an answer to the data useability question. Only those data sources for which the answer is "yes" in column four properly contribute to an evaluation system.

Availability of Desired Information. The first question deals with the background characteristics of EOPS students. Members of the study groups felt it was important to document more accurately the entry characteristics of the EOPS population. These data might be relevant to an analysis of the appropriateness of EOPS services, the expected level of EOPS outcomes, etc. Both the research literature and

TABLE III

Availability of Desired Information[a]

QUESTIONS	RELEVANT INFORMATION	CURRENT AVAILABILITY	USEABLE IN CURRENT FORM
1. What are the background characteristics of the population by EOPS?	Prior school experience: high school diploma/ certificate	USRS	--
	high school GPA	USRS	Yes
	(prior) college GPA	USRS	Yes
	Age	USRS	Yes
	Sex	USRS	Yes
	Race	USRS	Yes
	Parents' income level	--	--
	Student income level	--	--
	Student financial need	USRS	Yes
a. How do these compare with non-EOPS students?	Same (except for financial need)	Same	Same
2. What are the elements of the EOPS Program?	Community needs	Form 10 (program)	--
	Activity goals	Form 10 (program)	--
	Program components	Form 10 (program)	--
	Program subcomponents	Form 10	2
	List of activities offered	Form 10	2
	Number of type of personnel	Form 10 (program)	--
	Organizational structure	Form 10 (program)	--
a. How do these compare with services offered outside EOPS?	Same	--	--

TABLE III (Continued)

QUESTIONS	RELEVANT INFORMATION	CURRENT AVAILABILITY	USEABLE IN CURRENT FORM
3. What level of services are provided in EOPS programs?	Actual/estimated number of students served	Form A-1, Form 10	1, 2
	Recruitment activities	--	--
	Instructional support	Form 10 (program	--
	Tutoring hours	Form 10 (program), USRS	Yes
	Counseling hours	Form 10 (program), USRS	Yes
	Administrative activities	Form 10 (program), A-1	2
	Other activities	Form 10 (program)	--
	Financial Aid to students	Form 10, USRS, Form A-1	Yes
	Work-study grants to students	USRS	Yes
4. How are resources expended?	Expenditure per category (A, B, C)	Form A-1	1
	Projected cost per component (100-900)	Form 10	2
	Projected cost per activity (37 levels)	Form 10	2
	District contribution	Form A-1	1
5. How successful are EOPS students during their tenure at the community college?	In terms of their own goals		
	Student academic goals	USRS (Optional)	3
	In other academic terms:		
	Units attempted/units completed	USRS	Yes
	Weekly student contact hours	USRS	Yes
	Positive attendance enrollment	USRS	Yes
	Student level	USRS	--
	Academic standing beginning/end of term	USRS	Yes

TABLE III (Continued)

QUESTIONS	RELEVANT INFORMATION	CURRENT AVAILABILITY	USEABLE IN CURRENT FORM
5. (continued)	Cumulative GPA	USRS	Yes
	Term GPA	USRS	Yes
	Drop-out rate/retention rate	--	--
	A.S. or A.A. certificate attained?	--	--
a. How do these compare with non-EOPS students?	Same	USRS (Only academic goals: units attempted and weekly student contact hours)	Same
6. How successful are EOPS students when they leave the community college?	In terms of their own goals	--	--
	Student goal statements	--	--
	In other terms:		
	Job placements	--	--
	Transfer/transition to four-year institutions	--	--
	Success after transition	--	--
a. How does this compare with non-EOPS students?	In terms of their own goals:		
	Student goal statements	--	--
	Other appropriate measures	--	--

[a]Desired information could be provided by comparisons between EOPS and non-EOPS programs and comparisons with statewide data.

NOTE: 1. Form A-1 - Reliable but not computer coded.
2. Form 10 - Projected levels at time of application
3. Optional element in USRS - Low response rate

common sense suggest that it would probably be most important to consider educational and socio-economic variables. The current system does provide some information on racial-ethnic background, age and sex of each EOPS student. It also provides a gross measure of prior academic performance by indicating if the student has a high school diploma and if he or she has previously attended a college. But more meaningful measures of academic performance, such as high school GPA or college GPA are not collected. Similarly, no information is collected on socioeconomic indicators (such a parents' income level, parents' education, etc). As a result, only the most cursory description of the background characteristics of EOPS students can be drawn from existing information.

Data on race and prior academic experience are part of the common USRS data elements gathered from all community college students and thus provide a basis for examining potential differences between EOPS and non-EOPS populations. However, data on academic accomplishment and financial aid are unique to the EOPS data forms. USRS does not gather comparable data on non-EOPS students. While such comparative information might exist in some other form in some other location, to our knowledge, it does not. This is unfortunate, because potential comparisons between EOPS and non-EOPS students are important to many members of the study groups.

The second question is directed toward a description of the EOPS program components. What are the elements of the EOPS program, how do they meet the needs of the students and how are they organized? The most extensive and most detailed description is found in the program application (Form 10). The drawbacks of the programatic data

reported in Form 10 are twofold: (1) they are not presently coded for computer storage and access; (2) there are no systematic revisions of the descriptive sections of the application in light of actual budget allocations. Analysis would need to be based on the "proposed" program description only. Thus, many of the more interesting questions on program organization could only be answered after a great deal of coding and analysis work--and then only "approximately."

The only other source that maintains any programatic distinctions are the fiscal forms (Form A-1). However, they actually contain very little about the organization of program activities. Form A-1 distinguishes only three "major components," rather than 37 activity sub-areas as described in the program application. Thus, only the unsatisfactory Form 10 data are really relevant to questions of EOPS program development and organization. The comparative question is equally difficult to answer; we know little about the program characteristics of special services provided for non-EOPS students.

Two other questions with a slightly narrower focus can be answered more successfully using information from the existing data collection systems. The first of these relates to the levels of EOPS services provided to each individual student; the second to the fiscal resources allocated to each of the services within the colleges.

First, we will consider the direct measure of service level: hours of tutoring and hours of counseling provided to each EOPS student. These two pieces of data are reported on USRS. (Recruitment hours were estimated on the old Student Data Cards, but the estimates proved to be quite inaccurate and the item was not retained in the switch to USRS.) Even here there is a problem, however, because tutoring and

counseling hours are reported as a combined total for EOPS and non-EOPS services, and it is impossible to differentiate between the two. Thus, for each student there is some measure of EOPS services received, but not a perfect one.

As an alternative, one can measure EOPS services aggregated at the college level in terms of the dollars expended in different areas using the application form (Form #10) and the fiscal forms (Form A-1). It is possible to answer the question of how EOPS resources are expended collegewide with a fair amount of accuracy. The budget sections of Form #10 are computer coded (unlike the program descriptions) and there is easy access to this data. Though not computer coded, Form A-1 might be useable to check changes in expenditure levels and adjust Form 10 projections. This would require some extra work, but not as much as analyzing the descriptive sections. Thus, describing the expenditure of EOPS funds by activity (with fine tuning only at the aggregated level of 3 major program categories) is one task that can be performed within the current data collection framework.

When we turn to the question of EOPS students academic performance more extensive information is available. USRS provides a number of useful indicators of success. The number of units attempted and completed are the most direct measure. That, combined with cumulative GPA and term GPA, allow us to develop a fairly accurate picture of the short-run academic success of EOPS students.

Members of the study groups suggested that comparisons of the educational success of EOPS and non-EOPS students might be an important measure of program success. The common data elements of USRS do not include measures of units completed nor of GPA. Thus, unless,

these figures can be obtained from some other source, no direct measure of these data on non-EOPS students is available for such a comparison.

Another academic item that was suggested is a comparison of drop-out rates among EOPS and non-EOPS students. We surmise that it would be possible to compile figures on EOPS drop-outs using student identification numbers from one term to the next (though it is not clear how one differentiates between drop-outs and graduates). The other element in the comparison--the overall college withdrawal rate--was one of the pieces of information collected on Form #3 of the old Student Data Cards, but it is not collected under USRS. It is possible that these data could be acquired for non-EOPS students in a manner similar to that described for EOPS students. If this is the case, comparison of withdrawal rates among EOPS and non-EOPS students would be possible.

As a final note, we find it hard to believe that better measures of non-EOPS student academic performance are not available somewhere. While such information does not appear to be part of the six information sources we reviewed, we suspect that such data is compiled in some form. As a consequence, we will leave the question of comparable academic performance data on non-EOPS open for additional investigation.

The sixth question suggested by the study group may be the most important one. Certainly it was the issue addressed most often in our discussions of the EOPS evaluation system. The question is, what is the success of EOPS students when they leave the program? Do they achieve their personal educational goals - an associate degree, vocational training, job placement, etc. What is the overall EOPS program success in preparing students for transition to four-year colleges? How

do EOPS students compare with non-EOPS students in achieving such goals?

Very little information is available about students' personal goals. USRS has one item regarding student's academic/vocational goals. However, it is an optional item. If past experience with the Student Data Cards is any measure, we should anticipate a very low response rate on this question. As a result, we will have no dependable measure of the students' own goals, and will be unable to answer the first sub-question.

We are similarly handicapped in our attempts to answer the question about transition to four-year colleges. No data are collected on EOPS or non-EOPS student post-community college activities. This is unfortunate because transition appears to be a very important issue. It may be possible to compare students' identification numbers from one year to the next and perhaps obtain a measure of transition rates to the university and state college system. The critical question is whether procedures exist to follow individual students throughout their career in the different California college systems. Even so, gathering the data will probably be difficult and time consuming. Barring this complicated, conceivably impossible cross-referencing process, nothing in the existing data sheds any light on the issue of transition. To our knowledge there is no regular, annual comprehensive information of this type on non-EOPS students, either.

As an additional note, we should mention one further analytic task that will be possible in the future--year to year comparisons and review of historical trends. USRS will be a valuable source of year-to-year comparative data. Any new elements that are developed to supplement

the evaluation system should be responsive to this ability to make comparisons over time.

In summary we found that many of the questions that would be important in an evaluation system for the EOPS program cannot be answered with the existing data sources. Reviewing the six broad evaluation questions in light of Table III, we found that the questions regarding background characteristics, service levels and student academic success can be answered to a certain extent with the existing data sources. On the other hand, the questions relating to program characteristics, resources and expenditures, and student success after EOPS cannot. Similarly, some of the comparisons between EOPS students and non-EOPS students can be made, but not all. In the next section we will consider both scaling down the questions of interest regarding EOPS and developing procedures for adding critical items to the data base.

Before we turn our attention to proposals for developing an evaluation system based on this analysis of current needs and information sources, it is interesting to examine the data currently collected which does not appear to have any relevance to evaluation of the EOPS program. In Table IV we have collected a list of <u>some</u> of the <u>extraneous information</u> which is now collected on EOPS programs and students.

These data are not useful in their current form for answering any of the questions posed about EOPS by the members of either study group. For example, the elaborate statements of needs, component goals and descriptions of activities included in Form 10 are <u>not</u> usable for large scale analysis. They are too bulky, cumbersome and idiosyncratic. The budget projections by object class code and by program

TABLE IV

A Sample of Extraneous Information
(Not Useful for Evaluation System in Present Form)

	SOURCES			
	USRS	Form 10	Forma A-1	Year-End Report
Student Background Characteristics				
Citizenship	x			
Veteran Aid Status	x			
Academic Information				
Student Declared Major	x			
H.S. of Last Attendance	x			
EOPS Program Characteristics				
Needs		x		
Component Goals		x		
Activity Description		x		
How Accomplished				x
Future Status				x
EOPS Service Levels				
Projected Budget by Object Class Code by Activity		x		
Projected Budget by Object Class Code by Component		x		
Projected Personnel by Activity		x		
Projected Personnel by Component		x		
Combined EOPS & Non-EOPS Counseling Hours	x			
Combined EOPS & Non-EOPS Tutoring Hours	x			

activity code are too detailed and change too much when final allocations are actually made. Other information--such as citizenship, high school of last attendance, etc., is simply irrelevant.

This is not to suggest that they are entirely meaningless to other agencies and for other purposes. But, the paperwork burden that many administrators complain about is real. If changes are to be made in current data collection efforts, one would do well to try to achieve some balance--deleting unnecessary reporting requirements at the same time that new supplemental information requests are being added.

With this novel recommendation in mind, we now turn our attention to the task of integrating existing information into a usable evaluation system.

Chapter V

INSIGHTS FROM OTHER STUDIES

Introduction

In the past few years a number of studies have been conducted to examine different facets of the EOPS program and the community college system. While none of these had as it's direct focus the development of an evaluation system for EOPS, much can be learned from the analyses. In the following sections, we will discuss several of these studies, describing briefly their research focus and drawing what implications we can for a statewide EOPS evaluation system.

Statewide Longitudinal Study Of Community College Students

Description. M. Steven Sheldon and Russell Hunter of Los Angeles Pierce College conducted a three year longitudinal study on commmunity college students in the state of California beginning with academic year 1978-79. A fifteen campus sample of students who entered the community college system that year served as the basis of their research.

Using telephone interviews and review of transcripts they followed these students for three years in an effort to obtain a more accurate description of the type of students who enrolled in the community colleges and the various ways that they progressed through the system.[1] Data were collected on a number of potentially relevant

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[1]The study had six specific goals, which will not be recounted here. The interested reader is referred to the reports themselves and to an excellent analysis of the utility of the studies for assessing the impact of EOPS written by Jennifer Franz (1981).

variables including the vocational status of the students, the changing natures of the students' academic goals, their reasons for leaving the community college system, etc.

To this date three annual reports have been published and a fourth is nearing completion. These reports paint an interesting and detailed picture of certain aspects of the community college student population in California.

Information About EOPS Students and Programs. Unfortunately the analyses have limited direct bearing on EOPS programs--in large part due to the strong underrepresentation of EOPS students in the survey sample. This may be accounted for in part by the fact that the data collection was done primarily by telephone interviews. In Part I of the report Sheldon and Hunter explain that, "There was a great deal of difficulty on campuses with a high percentage of lower socio-economic level students...with respect to disconnected telephones, wrong phone numbers, and moving with no forwarding address."

In addition, EOPS status was not determined directly. 'Financially disadvantaged' and 'educationally disadvantaged' were the categories used in the study, and these cannot be taken as perfect surrogate measures for EOPS participation. Franz (1981) in her analysis of the report is quite specific on this point, and adds an additional significant criticism:

> Thorough and consistent interviwer training is the sine qua non of valid telephone survey research, and there is no evidence that the training done for this study was either.
>
> ...In sum, the training and utilization of interviewers would appear to be a major weakness of this study. One would need access to the original data to prove that it affected the results, but it would be noteworthy if it did not. (p. 10-11)

As a consequence of all these problems, the specific results of the longitudinal study provide little information about EOPS students.

Relevance to an EOPS Evaluation System Despite the criticisms of the Statewide Longitudinal study, a number of general findings are relevant to the development of an evaluation system for EOPS. One of the strongest findings of the study is that our old fashioned stereotypes of the typical community college student are not valid. As Sheldon and Hunter note in Part II.

> "The underlying assumption is that the student body is homogeneous-describing one or two "typical" students will be enough to provide an understanding of all students enrolled in the colleges. This assumption is unwarranted...
>
> Community college students are heterogeneous in every respect: demographic, vocational and educational. To determine the nature of these students and thus define the educational service that the community college provides, it is necessary to develop something other than the usual student profile." (p. 70-71)

These findings reflect very closely many of the comments made by the colleges study group. Member of this panel often reiterate the notion that the students being served by EOPS displayed a wide diversity of interests and academic goals. They rejected the notions that one could characterize college students in a simple manner and the resultant implication that one could base an assessment of the success of the program on simple measures of course completion and transfer to other institutions. Sheldon and Hunter's conclusion on this point is unequivocal:

> "The data collected the first year of the Statewide Longitudinal Study are certainly sufficient to dispel the myth that:
>
> 1. California Community Colleges are primarily two year colleges.
> 2. Most students who matriculate finish their lower division requirements and transfer to a university as juniors.

3. A large proportion of students enroll in and complete a two year vocational program.

The myth is difficult to destroy because some of the students do carry out the program listed above but, considering the hundreds and thousands of potential students who are admitted to California Community Colleges for the first time each year, the stereotypical two year program describes the activities of very few."

It is to Hunter and Sheldon's credit that they have gone beyond merely destroying an old stereotype and have attempted to create a set of more accurate prototypic descriptions of community college students. They group these students prototypes into three broad headings--transfer, vocational and leisure time--but within these three broad categories they have identified 17 distinct student prototypes. These descriptive classifications range from the "fulltime transfer" and the "unmotivated transfer" to the "career program completer" and the "leisure skills student."

Sheldon and Hunter believe they can classify students into prototypes with up to 85% accuracy based on telephone discussions about their goals in the community college and a review of transcripts. This raises an exciting possibility for capturing some of the diversity of EOPS students. A more detailed classification of student types, such as that suggested by Sheldon and Hunter's prototypes might yield far more useful and appropriate information on the success of EOPS. Certainly it would allow a more accurate formulation of student goals than that afforded by item S11 of USRS. This possibility will be discussed in greater depth in Chapter 6.

The classification procedure employed in the Statewide Longitudinal Study has another broader implication about the mission of the community colleges. In Part III of the report we find the following issue raised:

> The importance of the findings lies in their capacity of increased understanding of the community college "mission." It has become evident during the study that students tend to generate their own goals, enroll in and drop classes at will, glean from courses the information they want, and leave when their own personal goals have been achieved or are not being met. This indicates that the mission of the community colleges is determined to a far greater extent by the students than by other groups, e.g. Boards of Trustees, Academic Senate, College Administration. (p. 56)

This echoes many of the comments made by the colleges study group. They conceive of the mission of the community college in very broad terms, and see EOPS fulfilling a wide variety of functions. Some students are successful by their own measure when they have learned enough to obtain the job promotion that they hoped to achieve. They may drop out of college without completing a degree program of any sort; yet in their own terms their tenure has been a complete success. Other EOPS students have a specific goal of transferring to a four year college and completing a Bachelors Degree. A lengthier period of academic course work resulting in a successful transfer to a four year college may be the only outcome that one would accept as a successful realization of this particular goal. Whatever evaluation system is adopted should respond to this wide diversity of interests and purposes among EOPS students.

Two other useful points can be gleaned from the analyses themselves. The first contradicts a traditional assumption that vocational and non-vocational students have markedly different academic goals. The second points out the poor validity of measures of student goals--in particular measures related to desire to transfer to a four year college.

One finding of the Statewide Longitudinal Study illustrates the difficulty of using the traditional student goal labels of vocational and

non-vocational. Overall 30% of the respondents in the study indicated that they wanted to transfer to a four year college, while 36% said that they were attending school for job related reasons. (General interest accounted for 20% of the students, AA degree for 6%, and home or hobby skills for the remaining 2%.) The stereotypic view of the community colleges would place the vocational students among the 36% who are attending for job related reasons, while non-vocational students would form the bulk of the 30% who are planning to transfer to four year colleges.

The results of their study indicate that this view is completely erroneous. Vocational and non-vocational students were almost equally distributed among the categories. 25% of the vocational student said that they planned to transfer to 4 year colleges. In fact, most vocational programs in the community college system are set up so that the course work is directly transferable to UC and CSUC campuses. Equally surprisingly, 28% of the non-vocational students indicated that they were attending the community college for job related reasons.

The authors of the report suggest that misclassification of respondents according to the SAM criteria may be responsible for some of these data, but this would represent only a small percentage. The conclusion we draw from these data is that one must be extremely careful when categorizing community college students. By conjuring up incorrect stereotypes, descriptive labels may obscue rather than illuminate the nature of students' interests in attending community colleges.

After studying the individual student's transcript and having a lengthy telephone conversation, the interviewers were asked to interpret the student's ability to articulate his specific goal. The results on

the question GOAL CLARITY are interesting. Overall only 51% of the respondents were judged to have articulated specific goals. The other half of the sample had a general idea of what they were interested in (37%) or had no clear idea at all (12%). This suggests that the community college could provide an opportunity for students to clarify their own specific educational and career goals. As Hunter and Sheldon conclude, "this finding points out the need for more and better career counseling on community college campuses in California" (p. 37)

Review of reponses from other questions further illustrates the uncertainty of student goals. When students were asked, "Do you plan to attend a four year college?" The response differed markedly from those reported in the previous discussion. 53% of all students said "yes" (up from the 30% reported above). Sheldon and Hunter's explanation of this change was that students responded to this question in terms of "long term aspirations," while the figures above represent more reliable, short-term predictions. (As will be reported below, the ETI study found an even higher percentage of students who aspired to attend a four year college.) The conclusion we draw from all of this research is that student goals are a very tenuous measure and must be used with great care.

Conclusion. The Statewide Longitudinal Study suggests a number of issues that are relevant to an evaluation system for EOPS. It reinforces the notion that the community colleges have a diverse and complex mission. EOPS students comprise a wide variety of student prototypes, and each may have different set of goals. Under such conditions it would be difficult to measure "the success" of an EOPS program.

Attention must be paid to the concerns of the colleges study group that EOPS provides a number of services to students: counseling, tutoring, financial aid, which in and of themselves may go a long way to serving student needs regardless of their particular educational goals. The Sheldon-Hunter study also reminds us that transfer to a four year college is a commonly held goal among community college students. The legislative executive study group's interest in transfer rates is legitimate. A number of the EOPS students have as their immediate or their long term aspirations transfer to a four year college, and no evaluation system would be complete without at least considering these statistics.

What Happened to the EOPS Students of Fall 1973? (A pilot follow-up study comparing EOPS and all other first-time entering Fall, 1973 day students at San Jose City College)

Description. In June, 1979 Paul Preising of San Jose City College completed a study on EOPS students who entered the college for the first time in the Fall of 1973. The study had two purposes: first, to develop a model which might be used by other community colleges to follow up the performance of EOPS students over time; and second, to compare academic performances and the general college population at San Jose City College. In particular, he was interested in looking at students' degree objectives, their success in meeting these objectives, amount of academic work they completed, grade point averages, and number who actually transferred to four year colleges. To some extent he achieved both of his goals, but the difficulties he encountered point up the fact that there are no easy ways to obtain longitudinal data on students.

The study was conducted through examination of transcripts and other records in the San Jose Community College Admissions Office. The study team went back six years and obtained a list of all first time students who obtained EOPS grants, funds for tutoring, or funds for work study in Fall of 1973. The analysis was based on the official records of these students over the ensuing six years. Each student's record could have contained over 30 different types of information. It's interesting to note that of the 49 student records that were used in the study, only 29 were relatively complete on all these categories. However, as Preising points out, "all of the students' grade records with relevant data were complete. Thus the questions posed for this study could be answered" (p. 7).

Results. The bulk of the report examines five comparisons between EOPS and non-EOPS students. (The data on non-EOPS students were taken from an earlier study, What Happened to the Class of Fall 1973?, conducted at San Jose City College.) The study finds that upon enrollment, EOPS students had lower expectatons than non-EOPS students, yet they received a higher percentage of AA degreees, had a higher retention rate, completed more units, had higher GPA's, and a higher percentage enrolled in four year colleges after leaving the community college. Preising attributes these rather startling findings to the additional attention, support, and academic assistance provided by the EOPS program.

Follow-up Telephone Interviews. In a subsequent effort, Preising attempted to contact 49 students by telephone and conduct follow-up interviews. He based his interview format on the interview guide used in the Statewide Longitudinal Study. The college's records included

telephone numbers for all of the students; however, they proved to be extremely unreliable. The study team was able to contact only 7 of the 49 EOPS students who had enrolled for the first time in 1973. In addition, it was able to get information on 5 others from family members who answered the telephone calls. Because the sample was so small, they reported only anecdotal evidence from these telephone contacts and did not attempt to draw any broader conclusions.

Implications for an EOPS Evaluation System. This study suggests that EOPS programs have a lot to offer, and that EOPS students may in fact be receiving tremendous benefits from the additional assistance they are given. In this regard it reinforces the importance of developing a reliable evaluation system for the EOPS program. In reinforces the notion that a longitudinal study is necessary to really understand the long term benefits of EOPS, while at the same time adding evidence to the argument that such studies are not easily accomplished. Reexamination of past records is time consuming and not easily undertaken on a large scale.

Students are a particularly mobile group, especially after they leave college. Thus the low response rate to the follow-up telephone interviews is not surprising. Sheldon and Hunter had much greater success by beginning their contacts with students while they were still enrolled in school and then continuing the follow-up contacts in subsequent years. Preising makes a similar recommendation for others who consider doing longitudinal follow-up on community college students.

> To get a high rate of response from former EOPS students will require keeping contact with at least a sample of students as they progress through college. If students understand the importance of follow-up and, while in college have been advised that such follow-up will be made, their cooperation should facilitate high response rates and reasonably good data. (p. 34)

There's one additional point to be drawn from the Preising study regarding an EOPS evaluation system. This relates to the number of EOPS students who transferred to four year colleges. In What Happened to the EOPS Students of Fall 1973? transfer rates are inferred from the students' requests that transcripts be sent to a college. This is a necessary but hardly sufficient condition for transferring to a four year school. It is a clever method of obtaining an indirect indication of a student's enrollment in a four year school, but it is hardly reliable. One of the questions that must be addressed in an evaluation system is how to obtain a better, more accurate appraisal of transfer rates.

Conclusions. This study was an excellent attempt to document precisely what happened to a group of EOPS students over time, and we applaud its intention as well as the efficient and insightful methods that were used. Two points emerge strongly. First, longitudinal data must be built into ongoing evaluation systems if it is to be obtained reliably. Second, a more direct and accurate measure of transfer status is necessary. If an evaluation system can incorporate both of these aspects then the kinds of striking EOPS successes reported by Preising at San Jose City College may be documentable on EOPS students statewide.

College Going Rates In California (Knoell Report)

Description. Since 1977 the California Post-Secondary Education Commission has published an annual report on the college going rates of California high school graduates. The main focus of the report has been the three segments of the California public college and universities systems--the University of California, California State University and College system, and the California Community Colleges. In addition,

rates for accredited independent colleges and universities in the state of California have been obtained yearly since 1977. Data for the various tables and graphs in the report is obtained from the colleges admission's offices rather than from student questionnaires. As a result, it provides a very accurate indication of precisely which students were admitted and began attending the various post secondary educational institutions.

The analysis have grown more detailed each year. Initially rates were reported separately for men and women. Beginning in 1979 they have also been broken down by ethnicity. In the last two years, transfer rates for students who leave the community college system and enter the university or the state university and college system have become available as well. These are also broken down by gender and ethnicity. County by county aggregations are made as well as overall statewide totals.

Results. The commission's report contains a number of interesting figures and tables describing the various classifications of first time college freshmen and high school seniors in California. One table of particular interest for EOPS relates to the ethnic distribution of 1979 graduates and first time freshmen in California. The most striking difference is the increasing number of minority students who are admitted as one moves from the University of California to the California State University and College System and finally to the California Community Colleges System. For example, 3.3% of the men and 5.4% of the women admitted to the University of California in 1979 were Black. The same figures for the California State University and College System are 6.8% and 10.4% respectively, while at the California Community College

System 10.5% of the men and 10.8% of the women who were admitted for the first time in 1979 were Black. The reverse pattern holds if one examines the percentages of the various freshmen classes that were White. At the University of California roughly 74% of the freshmen were White, while in the California State University and College System the percentage dropped to roughly 69% and in the Community College System to a similar 69%. The pattern for Hispanic and American Indian freshmen follows almost exactly the ratios displayed among Black freshmen. (One must use the figures from the California State University and College System with some caution, however, because fully 30% of the ethnic data from this source was missing. No explanation of this large amount of missing data is provided in the summary report. However, the missing data is not a problem with the University of California or the California Community Colleges.)

In 1979, the report also included valuable information about students who transfer from the community colleges to either the University of California or the California State University and College System. In fact Knoell presents the 15 year trend in Community College transfer students compared with total number of first time freshmen. Since 1975 the number of community college students transferring to U.C. has declined from about 8,000 to 5,600. During the same period the number transferring to CSUC declined from about 35,000 to 30,000. During this period the entering freshmen classes at UC and CSUC remained about the same size overall. Thus the transfers for the last five years have represented an ever slightly decreasing percentage of new admissions for the two post-secondary institutions.

Also of interest is a breakdown of the 1979 transfers by ethnicity. While Black students represent 12.2% of the full time community college enrollment they represent only 3.3% of those who transferred to the University and 6.8% of those who transferred to the State University and Colleges. Similarly, Hispanic students are 12.1% of the overall community college enrollment but only 7.5% and 9.7% of those students who transfer to UC and CSUC respectively. It is only among Asians and Whites that this pattern is reversed. Thus is appears that while the community colleges are serving proportionately larger percentage of the minority students, these students are not using the community colleges systems as a stepping stone to another post-secondary institution.

There are many ways to interpret these numbers. Without further longitudinal study of students at the community colleges, it is difficult if not impossible to know what these disparities in transfer rates represent.

Implications for an Evaluation System of EOPS. The data in the Knoell report provide valuable baseline information on what is happening overall to the student population in the various California post-secondary institutions. Transfer rates by gender and ethnicity are, in fact, available for each individual community college as well as the county and state wide totals referred to above. However, while these data help us describe what has taken place at a statistical level, they do very little to answer the question of what the trends represent in terms of programs. In many respects, the data ask more questions that they answer. Because there is no indentification of student goals nor of the particular program that a student was enrolled in, it is difficult to make any but the most general interpretations.

At present, there is no coding to identify a student as a participant in EOPS. It is not required as part of most college application processes and it is not one of the mandatory pieces of information that is reported to the California post-secondary education commission. However, this situation may be changing within the next two years. Our conversaton with individuals at CPEC indicates that they are very interested in obtaining an EOPS identifier on newly admitted college transfer students in the near future. They hope to expand their current data base in many ways, and the EOPS identifer is high on the list of additional data they would like to collect. This addition would provide the most accurate indication of EOPS transfer rates available from any source.

The data bank from which college going rates in California is compiled is available to qualified users. Thus, it would be possible to access this highly relevant and accurate data source in an EOPS evaluation system. There is one drawback however: it takes CPEC quite some time to collect, verify, and clean the data. Colleges are asked to provide information by January 1st on the class that entered the previous fall. It takes some time for this data to be screened and verified. In fact, two years ago the final data tapes were not available until September of the following year, and for the current year (1980-81) they were not available until this summer. Thus, for example, a student who completed an EOPS program in June and transferred to the California State University and College System in the fall would not show up in the CPEC data base as a verified transfer student until the following summer.

While it may be two or three years before EOPS identifiers are adopted by CPEC and while there is an inconvenient time lag involved in obtaining accurate data on community college transfer rates, the CPEC data base from which the Knoell report was derived appears to be a very promising source of information in a future EOPS evaluation system.

The Study of Extended Opportunity Programs and Services In California Community Colleges

Description. In 1975, the Evaluation and Training Institute conducted a study designed to provide the first "external" audit, or evaluation, of EOPS in its statewide system of community colleges. James W. Trent of UCLA was director and Ronald W. Farland, then a full-time professional associate of ETI, was associate director. EEA has commistioned Trent to write a brief summary of that study and consider its implications for an ongoing evaluation of EOPS. (See Appendix B.)

Information about EOPS. The data base for the evaluation was comprehensive, including the following: (1) extensive, carefully pre-tested surveys of statistically representative (mostly random) sampling of all constituent groups in the 93 participating colleges--EOPS students, non-EOPS students (for comparative, "control" purposes), faculty, administrators and chairs of advisory committees; (2) institutional and program characteristics obtained from a "Basic Data Sheet" designed by the Project staff and reports submitted by the colleges to the Chancellor's Office; and (3) case studies based on thorough, accreditation-type site visits of 12 colleges, representing the spectrum of California's community colleges.

Several important strategies were executed which helped to assure that the data base described above was a rich one: The college presidents appointed their own college liaison officers to assist the Project staff; a series of regional workshops were held for the Project staff; liason officers met regularly with the statewide EOPS Advisory Committee; and pre-site visits were made and site-team orientations were held to assure that all elements of the case studies would run smoothly. These strategies without question contributed to remarkable results. The survey response rates ranged from 70% of the EOPS students to 94% of the EOPS directors. Almost all of the data sheets and other documents requested were received. The site visits went even better than planned. On the other hand, the project was constrained by typical limitations of time and fiscal resources.

Relevance for an EOPS Evaluation System. The study suggested a number of points concerning procedures, criteria and issues that may well deserve consideration in future evaluations of EOPS. A comment on several major points follows. Trent notes in the Appendix that among the procedural points most commonly mentioned was the lack of key definitions, especially operational definitions--e.g. eligibility to EOPS--that would contribute to data validity. A series of multivariate analyses in the study clarified that there is no one measure of "success" of EOPS. Instead, there are a variety of criteria deserving consideration. This has also been noted in this EEA study and is reflected in the user group questions which have been posed.

Trent notes that a number of other points to be derived from the study pertain to the role of the Chancellor's Office in the evaluation of EOPS. These include: (1) the need for greater, more informative,

more prompt and more responsive consulting; (2) the need for much more prompt and meaningful feedback of collective and comparative information; (3) a definite reduction in and justified rationale for the data reports required of the colleges; and (4) greater statewid coordination of all these efforts. Certainly, these points must be attended to in the evaluation system that we will devise.

Three concluding points are noted by Trent as emerging from the evaluation. First, ongoing evaluations should reflect appreciation for the diverse ways and settings--and the quality of their diversity--through which California's community colleges carry out their programs and overall missions. Second, evaluations of the kind under consideration should include a systematic assessment of the larger organizational and community environments in which the evaluated programs operate. A third point noted--more difficult and perhaps not relevant to our work--that legislation for such programs as EOPS must, itself, be continuously evaluated for its appropriateness in light of changing economic and social conditions.

Chapter VI

EOPS EVALUATION SYSTEM RECOMMENDATIONS: DATA COLLECTION

Having surveyed the available sources for evaluation data and the expressed needs of various evaluation users--and the coincidences and discrepencies between the two--we now describe data collection for the proposed evaluation system. The proposal derives from all of the sources we have surveyed (Chapters II-V), as well as from valuable conversations with people in the Chancellor's Office, in the California Post-Secondary Education Commission, at individual community colleges, and with other evaluators.

The proposed evaluation system utilizes many of the existing data sources--some with modifications--and includes two new surveys of students. These data bases are summarized in Table V and the correspondence to the six evaluation questions is shown.

Information for question 1 is generally available from various of the USRS segments, along with some recommended additions to USRS-EOPS. Similarly in question 1a, most of the relevant information is already provided by USRS; we recommend that certain supplemental data be made available by expanding USRS to include the collection of annual data on all students.

Question 2 will be based on information from Form 10 and supplemental data from the recommended expansion of the Operational Program Review. Comparison of EOPS services with those offered in the total college (question 2a) has been dropped because appropriate data cannot be made available in a feasible manner at this time. However, we feel

TABLE V

THE EOPS EVALUATION SYSTEM

PROPOSED AND CURRENTLY AVAILABLE INFORMATION

QUESTIONS	RELEVANT INFORMATION	AVAILABLE AND USEABLE[1]	PROPOSED ADDITIONS/REVISIONS
1. What are the background characteristics of the population served by EOPS?	Prior school experience: high school diploma/certificate	USRS-census & annual	
	high school GPA		USRS-EOPS
	Age	USRS-census & annual	
	Sex	USRS-census & annual	
	Race	USRS-census & annual	
	Student financial need	USRS-EOPS	
1a. How do these compare with non-EOPS students?	Prior school experience: high school diploma/certificate	USRS-census	
	high school GPA		USRS-annual
	Age	USRS-census	
	Sex	USRS-census	
	Race	USRS-census	
2. What are the elements of the EOPS Program?	Community needs	Form 10[2]	
	Activity Goals	Form 10[2]	
	Program subcomponents	Form 10[2]	
	Number and type of activities offered	Form 10[2]	Operational Program Review (OPR)
	Organizational structure	Form 10[2]	
2a. How do these compare with non-EOPS students?			DELETE - Judged to be beyond the limits of the evaluation system at this time.

TABLE V (Continued)

QUESTIONS	RELEVANT INFORMATION	AVAILABLE AND USEABLE[1]	PROPOSED ADDITIONS/REVISIONS
3. What level of services are provided in EOPS programs?	Estimated number of students served per component	Form 10 [2]	
	Actual number of students served per component		Form A-1 revised
	Instructional support activities	Form 10 [2]	
	Tutoring hours	USRS-EOPS	USRS-EOPS revised
	Counseling hours	USRS-EOPS	USRS-EOPS revised
	Administration activities	Form A-1	
	Other activities	Form 10 [2]	
	Financial Aid to students	Form A-1, USRS-EOPS	
	Work-study grants to students	USRS-EOPS	
4. How are resources expended?	Expenditure per component (100-900)		Form A-1 revised
	Projected cost per component (100-900)	Form 10 [2]	
	Projected cost per activity (37 levels)	Form 10 [2]	
	District contribution	Form A-1	
5. How successful are EOPS students during their tenure at the community college?	What are students' own academic goals?	--	Supplemental Survey
	How successful are they in terms of their own goals?	--	Supplemental Survey/ Longitudinal Study
	How successful are they relative to:		
	units attempted	USRS-census & annual	
	units completed	USRS-EOPS	USRS-EOPS revised
	weekly student contact hours	USRS-census & annual	
	positive attendance enrollment	USRS-census & annual	

TABLE V (Continued)

QUESTIONS	RELEVANT INFORMATION	AVAILABLE AND USEABLE[1]	PROPOSED ADDITIONS/REVISIONS
5. (Continued)	student level	USRS-census & annual	
	academic standing beginning of term	USRS-EOPS	
	academic standing end of term	USRS-EOPS	USRS-EOPS revised
	annual GPA	USRS-EOPS	
	cumulative GPA	USRS-EOPS	
	drop-out/retention rate	--	USRS-EOPS revised
	AA or AS certificate attained	--	USRS-EOPS revised/ Longitudinal Study
5a. How do these compare with non-EOPS students?	How successful are they relative to:		
	units attempted	USRS-census	USRS-annual
	units completed	--	USRS-annual
	weekly student contact hours	USRS-census	USRS-annual
	positive attendance enrollment	USRS-census	USRS-annual
	student level	USRS-census	USRS-annual
	academic standing beginning of term	--	USRS-annual
	academic standing end of term	--	USRS-annual
	annual GPA	--	USRS-annual
	cumulative GPA	--	USRS-annual
	drop-out/retention rate	--	USRS-annual
	AA or AS certificate attained	--	USRS-annual

TABLE V (Continued)

QUESTIONS	RELEVANT INFORMATION	AVAILABLE AND USEABLE[1]	PROPOSED ADDITIONS/REVISIONS
6. How successful are EOPS students when they leave the community college?	How successful are they in terms of their own goals?	--	Longitudinal Study
	How successful are they relative to:		
	job placements	--	Longitudinal Study
	transfer to four-year institutions	--	CPEC (if planned revisions are made)
	success after transfer	--	CPEC (if planned revisions are made)
6a. How do these compare with non-EOPS students?	How successful are they relative to:		
	transfer to four-year institutions	CPEC	
	success after transfer	CPEC	

[1] Currently available and useable with only minor modifications or improvements in data access.

[2] We suggest that a supplemental analysis be conducted to determine the correspondence between budget levels used in progrm planning on Form 10 and actual expenditures are reported on Form A-1. Form 10 data may not be useable if this correspondence is low.

this is a potentially important question that might be addressed in some manner in the future.

Data for question 3 are currently available from USRS, Form 10 and from Form A-1 with some minor revisions recommended for USRS to make the information more meaningful. Question 4 will be answered at a fairly broad level by elements gleaned from Form A-1 and Form 10. The academic success data for question 5 are available from USRS--and from a new Supplemental Survey of EOPS students focused on students' own academic goals. To answer question 5a we are recommending that the USRS annual survey be expanded to include all students. Data for question 6 may be available through the California Post-Secondary Education Commission (CPEC), but the evaluation system relies most heavily on newly proposed EOPS longitudinal studies.

For the remainder of the chapter, we will describe these modifications in greater detail, considering USRS, Form A-1, the CPEC data base, and OPR. Additionally, we will suggest adding the Supplemental Survey and the Longitudinal Study of EOPS students to the evaluation system. Finally, we will describe a practical data collection timetable.

Delineation of Data Sources: Additions, Deletions, Modifications

When we began our investigation of the existing EOPS information network, we reviewed each of the six data sources for reliability, validity, and accessibility, and we asked how successfully they answered the evaluation needs established by the study groups. Two goals directed our work: to develop a data collection system that produced information necessary for answering as many evaluation questions as possible, and to do so frugally and efficiently. Thus, we have retained (with some

changes) five of the original six data sources. In addition, we have added two new instruments which provide important unduplicated information. These seven data sources--and the evaluation questions they address--will be described in the next sections.

USRS. Three distinct sub-systems of USRS provide useful information for us.

-- The USRS census data system is completed once each term on all students enrolled in California community colleges.

-- The USRS-EOPS student data survey is conducted once each year on EOPS students only.

-- The USRS annual student data segment is administered annually on EOPS, handicapped, and vocational education students only.

The USRS-Census gathers information about each student's background characteristics, academic level, and current course load. Of the 20 items, 18 are required. (Because experience predicts a low response on optional items, we will not use them.) Of these 18, six are useful in their present form as measures of background characteristics (questions 1 and 1a). Three others provide information about a student's academic activities--but only very incomplete information. They measure course enrollment, but not course completion.

Table VI lists all 20 USRS-Census data items, noting which are required. The nine items we can use are cross-referenced to specific evaluation questions.

The USRS-EOPS attempts to assess student status and EOPS program impact at the end of the academic year, rather than to measure on-going service levels. All 20 items of this assessment provide some information toward answering the evaluation questions. To be sure,

TABLE VI

CENSUS STUDENT DATA SYSTEM

Data Element Name	Element Number[1]	Required	Related Evaluation Question #
College Code	X1	X	
Report Period	X3	X	
Record Number	X2	X	
Birthdate	S1	X2	Q1 and 1a
Sex	S10	X	Q1 and 1a
Racial/Ethnic Code	S8	X	Q1 and 1a
Citizenship	S2	X	
Residence Code	S9	X	
High School of Last Attendance	S6	X	
College of Last Attendance	S3	X	
High School Education	S5	X	Q1 and 1a
Enrollment Status	S4	X	Q1 and 1a
Student Level	S12	X	Q1 and 1a
Student Goal	S11		
Student Major	S13		
Positive Attendance Enrollment	S7	X	Q5 and 5a
Weekly Student Contact Hours (WSCH)	S17	X	Q5 and 5a
Total Potential Hours of Attendance (TPHA)			
Units Attempted	S15	X	Q5 and 5a
Veteran's Aid Status	S16	X	

[1]From the Chancellor's Office Information System Data Element Dictionary, May 1981.

[2]Required only when submitting data on 80-column cards.

some items produce redundant information and others require revision. But on the whole, the USRS-EOPS is very useful.

Five items measure the students' academic success (question 5). One item, which measures students' financial need for the term, is relevant to assessing background characteristics (question 1). Two other items measure levels of academic support services--counseling and tutoring (question 3); one item has to do with previous EOPS experience. Eleven items measure financial aid, distinguishing grants, scholarships, aids, and work-study. For our purpose, 11 separate figures are unnecessary. One grant total would do.

Table VII lists the 20 items of USRS-EOPS and, again, cross-references them to the evaluation questions. We also mark the items that need addition or revision with an asterisk. (Table IX gives a concise compilation of these additions and revisions. Appendix C presents each revised item and the full text of each revised data element dictionary page.)

The USRS-annual student data segment consists of the same 20 items as the USRS-Census, but here annualized to provide, in the words of the Chancellor's Office, "demographic and cumulative workload measures to support the information in . . . the EOPS student data system." This annualization gives us a baseline against which the yearly USRS-EOPS data can be interpreted. In addition to small modifications in the USRS-annual survey, we recommend that a similar USRS-survey be administered to all students; without such an addition, it is not possible to answer the two comparative evaluation questions (questions 1a and 5a).

TABLE VII

EOPS STUDENT DATA SEGMENT

Data Element Name	Element Number[1]	Required	Related Evaluation Question #	Revision
EOPS Status	E10	X		
Academic Standing, Beginning	E1	X	Q5 and 5a	**
Academic Standing, Ending	E2	X	Q5 and 5a	*,**
Units Completed	E20	X	Q5 and 5a	*,**
Total Financial Need	E17	X	Q1	
EOPS Grant	E8	X	Q3	
BEOG Eligibility Status	E4	X	Q3	
BEOG Grant	E3	X	Q3	
SEOG Grant	E16	X	Q3	
NDSL	E12	X	Q3	
COG	E5	X	Q3	
Scholarship	E15	X	Q3	
Other Financial Aid	E14	X	Q3	
EOPS State Funded Work Study Money Earned	E9	X	Q3	
Non-EOPS State Funded Work Study Money Earned	E13	X	Q3	
Total Work Study Hours Worked	E18	X	Q3	
GPA for Academic Year	E11	X	Q5 and Q5a	**
Cumulative GPA	E7	X	Q5 and Q5a	**
Tutorial Hours	E19	X	Q3	*
Counseling Hours	E6	X	Q3	*

[1]From the Chancellor's Office Information System Data Element Dictionary, May 1981.

*Revision recommended (see Table IX and Appendix B).

**Addition of an annual measure of this element on all students is recommended (see Table IX and Appendix B).

In Table VIII we note the pertinent items of USRS-annual, cross-reference them to the evaluation questions, and indicate where additions and revisions are recommended.

Form A-1. The final EOPS Claim form, submitted at the end of the academic year, presents a complete accounting of all program expenditures reported by object class code. Expenditures are classified in three categories: (a) program development and maintenance; (b) student services; (c) direct payment to students. This is minimally adequate information for our needs (questions III and IV). However, we recomend that Form A-1 be modified to require reporting by component (100-900) rather than just the three categories. In particular this would provide both expenditure totals and number of students served in the nine different program areas designated on the original program application.

In addition, we recommend that attention be paid to replacing the present non-automatic analysis procedure with a system for coding and analyzing Form A-1 data quickly in order to avoid evaluation delays.

CPEC Data Base. CPEC (the California Post-Secondary Education Commission) is responsible for collecting and reporting data on students enrolled in California colleges and universities. A partial list of the data elements currently maintained on Commission tapes is presented in Appendix D. This data base contains one item potentially very important for EOPS evaluation--transfer rates of community college students to four-year institutions in the state (questions 6 and 6a).

Unfortunately, CPEC currently lumps all transfer students together. Thus it is not now possible to compare EOPS transfer rates to overall rates. However, among several proposed additions to the CPEC data

TABLE VIII

ANNUAL STUDENT DATA SEGMENT

Data Element Name	Element Number[1]	Required	Related to Evaluation Question #	Revision
College Code	X1	X		
Report Period	X3	X		
Record Number	X2	X		
Birthdate	S1	X2	Q1	
Sex	S10	X	Q1	
Racial/Ethnic Code	S8	X	Q1	
Citizenship Code, Annual	SA3	X		
Residence Code, Annual	SA6	X		
High School of Last Attendance	S6	X		
College of Last Attendance	S3	X		
High School Education	S5	X	Q1	
High School GPA (new item)	--	-	Q1 and 1a	*,**
Enrollment Status, Annual	SA4	X	Q1	
Student Level, Annual	SA7	X	Q5 and 5a	**
Student Goal	S11			
Student Major	S13			
Positive Attendance Enrollment, Annual	SA5	X	Q5 and 5a	**
Annual Average Weekly Student Contact Hours	SA2	X	Q5 and 5a	**
Actual Hours of Attendance	SA1	X		
Units Attempted, Annual	SA8	X	Q5 and 5a	
Veteran's Aid Status	S16	X		

[1]From the Chancellor's Office Information System Data Element Dictionary, May 1981.

*Revision recommended (see Table IX and Appendix B).

**Addition of an annual measure of this element on all students is recommended (see Table IX and Appendix B).

TABLE IX

PROPOSED CHANGES TO USRS:
REVISIONS, ADDITIONS & DELETIONS

USRS Segment	Title	Item #	Change	Relevant to Evaluation Question #
annual	high school GPA	--	add this item	Q1
EOPS	tutorial items	E19	revise to separate EOPS and non-EOPS hours	Q3
EOPS	counseling hours	E9	revise to separate EOPS and non-EOPS hours	Q3
EOPS	units completed	E20	revise into same format as units attempted-- item SA8	Q5
EOPS	academic standing at end of term	E2	revise to include AA/AS if no longer enrolled	Q5
annual	high school GPA	--		Q1a
annual	units completed, annual	E20 (revised)		Q5a
annual	weekly student contact hours	SA2		Q5a
annual	positive attendance enrollment	SA5	expand the annual survey to include all students (including these items as a minimum set)	Q5a
annual	academic standing, beginning	E1		Q5a
annual	academic standing, end	E2 (revised)		Q5a
annual	annual GPA	E11		Q5a
annual	cumulative GPA	E7		Q5a
annual	student level	SA7		Q1a

base is an EOPS identification element. We have been told in conversation that this new item has high priority. Under the assumption that EOPS identifiers will be added to CPEC, we are relying on this source as the primary basis for assessing transfer rates. In the event that this change does not take place, it will be possible to obtain similar information through the Longitudinal Study, though this is a slower and more limited procedure.

Operational Program Review. The OPR we foresee will be a multiple day, on-site, team review of each EOPS program. The team(s) will review approximately 20-25% of the colleges each year on a rotating basis. The OPR will address two evaluation concerns: compliance with existing regulations and effectiveness of program activities. The narrative descriptions of planned program activities submitted as part of the program application (Form 10) will be useful in guiding parts of this review. This OPR program activities review will be directly responsive to question 2. In addition, we would encourage expanding OPR's scope to gain as much first-hand information as possible about how EOPS programs are being conducted and about the effectiveness of support services to EOPS students (question 2). To strengthen the overall review process, we would suggest that concurrent informal, open-ended interviews with EOPS students and staff be added. Potential interviewees in critical program areas and responsible student spokespersons might be identified by administering a brief questionnaire to all EOPS students and staff shortly before the OPR visit. In addition, these questionnaire responses would provide a rich source of qualitative data about the program.

Finally, an overall aggregate report on all EOPS programs reviewed during the year should supplement the individual school reports. Guided by question 2, Chancellor's Office staff or an external contractor could easily compile this summary analysis.

EOPS Form 10. The Annual Program Application (Form 10) will provide much of the data relating to the elements of the EOPS programs (questions 2, 3, and 4). However, because Form 10 data represent projections rather than actual expenditures, they will be usefui only if there is a high correspondence between actual distribution of funds and projected budgets. During our early analysis, we proceeded on the assumption that there was a high correspondence.

At the same time, though, we tested that assumption. With the assistance of Jennifer Franz, we compared the projections of Form 10 to the annual expenditure reports of A-1 in a small sampling of colleges for 1979-80. The discrepancies were so large in the sample that they would render Form 10 useless for EOPS program evaluation. (The full sub-study analysis is presented in Appendix F). Beginning in 1980-81, however, a new planning procedure was implemented and the current program applications are based on reasonable projections of actual allocations.

These conflicting reports on Form 10 leave some doubt in our minds. While we have included Form 10 as a part of our evaluation system, we suggest a similar analysis be done on the correspondence between Form 10 and Form A-1 for the 1980-81 school year.

The Supplemental Survey of EOPS Students. We have designed the Supplemental Survey to provide new information about student goals and academic plans (question 5). Based on the Statewide Longitudinal

Study (of Chapter 5), our survey uses Sheldon and Hunter's student prototypes. Students will classify themselves according to their academic goals. (A draft of the questionnaire will be found in Appendix E). This brief survey, which will be administered each fall, will take only 5 minutes to complete. We suggest that a random sample of EOPS students at each college be selected to receive the Supplemental Survey, thus reducing bother without reducing validity or generalizability.

Longitudinal Study. We have designed the Longitudinal Study to collect data on students' long-term activities which reflect their participation in EOPS programs. We suggest a 10 or 15 campus sub-sample, selected from students who are already participating in the Supplemental Survey.

Students will participate in the study for four or five years. They will receive an annual questionnaire each spring designed to monitor their academic activities and assess any changes in their personal and academic goals. The questionnaire will incorporate a branching structure based on student orientation: each goal category in the Supplemental Survey would have a unique set of follow-up questions relevant to it.

The Longitudinal Study will provide information about how academic and career aspirations change, what affects these decisions, and what happens to students after EOPS (whether they finish or drop out). It will also help to answer salient questions about the community colleges' mission and how that mission prescribes EOPS services.

Because community college students are a highly mobile group, we can safely predict that the Longitudinal Study poses the greatest difficulties (cf. the problems of Sheldon and Hunter or Preising reported in

Chapter 5). Therefore, we suggest delaying the study for a year to allow more planning and coordination with the EOPS offices at the community colleges. It might be worthwhile to expand the survey we have suggested--the Statewide Longitudinal Study illustrates a number of additional issues that might be addressed.

Reporting Schedule of EOPS Data Sources

Figure 1 illustrates the data collection timetable for the seven sources in the proposed EOPS evaluation system, indicating two critical dates. The triangle denotes the date of data collection; the circle denotes the date on which analyzed data might be available for use in the evaluation system. The line between triangle and circle represents the time required for coding and processing the data.

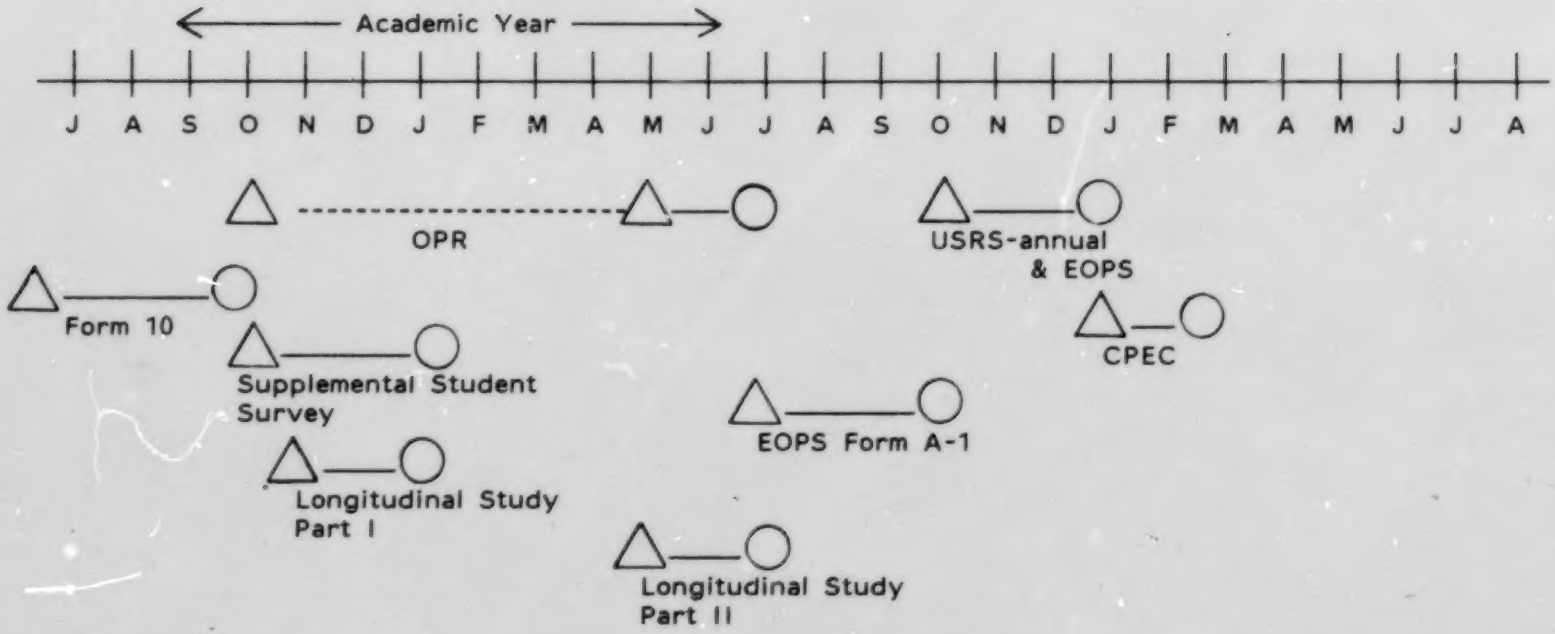
USRS. USRS-EOPS and USRS-annual data segments, which reflect information from the previous year, are collected in the fall and submitted to the Chancellor's Office in October. Verification and confirmation of the data require two to three months, and the final totals should be available in December. (Assuming that the recommended changes in USRS-annual will be made, we have not included USRS-Census data in the timetable).

EOPS Form A-1. Expenditure totals for the academic year are reported on EOPS Form A-1 and submitted to the Chancellor's Office soon after the spring term. These data are presently analyzed by hand, a process which delays any evaluation based on A-1 data until the next fall.

CPEC Data Base. The California Post-Secondary Education Commission collects enrollment data from all three elements of the California

Figure 1

Timeline for Data Collection


Academic Year
J A S O N D J F M A M J J A S O N D J F M A M J J A
OPR
USRS-annual & EOPS
CPEC
Form 10
Supplemental Student Survey
EOPS Form A-1
Longitudinal Study Part I
Longitudinal Study Part II

Key:

△ Data Collection

○ Completed Coding/Analysis

college system--UC, CSUC, community colleges--during the winter for students who enrolled during the fall. Thus, all students who transfer from EOPS to four-year schools, one year's fall data collection, will show up in the CPEC data base as new transfers in the next year's winter reporting. Theoretically, the final data on these transfers are due at the CPEC office by January 1. Practically, however, the last two year's deadlines were not met. Coupled with a period of up to eight months for putting data in an accurate form, this suggests that one might not be able to access information on a transfer student for a year or more after transfer.

OPR. Since individual operational program reviews are scheduled for two-day to four-day periods throughout the academic year, the OPR exit interviews and final reports for individual schools will be available at various times from October to June. An overall summary, however, could not be compiled until summer and would not be available until late summer.

EOPS Form 10. Program applications are developed in the spring prior to the new academic year. Final Form 10s are not submitted until after the new state budget is approved on July 1. Thus, the program descriptive narratives are available for use on a one-by-one basis by early fall, but the computer-analyzed fiscal section will not be available until later in the fall.

Supplemental Survey of EOPS Students. The Supplemental Survey questionnaire we are recommending will be administered to a sample of EOPS students in the fall only. The data will be transmitted to the Chancellor's Office in October and available for evaluation system use after a month or two.

Longitudinal Study. The Longitudinal Study we propose will require contact with students twice a year--fall and spring--during their tenure at the community college, and an annual follow-up after they leave. Though the complete longitudinal analysis will take four or five years and should be reported in five-year cycles, the questionnaires will yield annual information as well. After the spring data collection is analyzed, a longitudinal study report will be issued each summer.

Now that the limits imposed by the data collection timetable are understood, we can turn to the evaluation reports themselves and the analyses that will be required to produce them.

Chapter VII

EOPS EVALUATION SYSTEM RECOMMENDATIONS: REPORTING & ANALYSIS

In this chapter we will recommend a multiple report evaluation system for EOPS. We will describe six evaluation reports: Which data sources inform them, which evaluation need they respond to, how their analyses are to proceed, and when they should be available.

Multiple Report System

Two major factors contribute to the practicality of a multiple report system. First, the evaluation questions analyzed in Chapters III and IV address EOPS on three levels: individual EOPS student, individual college EOPS program, and EOPS systemwide. The natural division argues for separate, smaller documents.

Second, the evaluation data operate on different--and irreconcilable--timetables. It seems to us totally foolish to wait several months for a complete report when useful data is ready and waiting. Even though the fact that relevant data for any given academic year are currently collected over a two-year period dictates a two-year evaluation period, we recommend making information in separate documents available as rapidly as possible.

The six reports we suggest are:

- the College Characteristics Report
- the OPR Report
- the Program Oriented Report
- the Longitudinal Study Report
- the Student Oriented Report, and

- the Program-Student Interaction Report

The reporting timetable is presented in Figure 2.

The College Characteristics Report. The Supplemental Survey of EOPS students will serve as the basis for the College Characteristics (CC) Report. In the survey, students classify themselves as one of seventeen prototypes according to academic and career goals (question 5). The CC Report will then abstract a collective profile of the EOPS population at each community college, which will prove a valuable tool for assessing the correspondence between the needs of EOPS students and the services provided by the various EOPS programs.

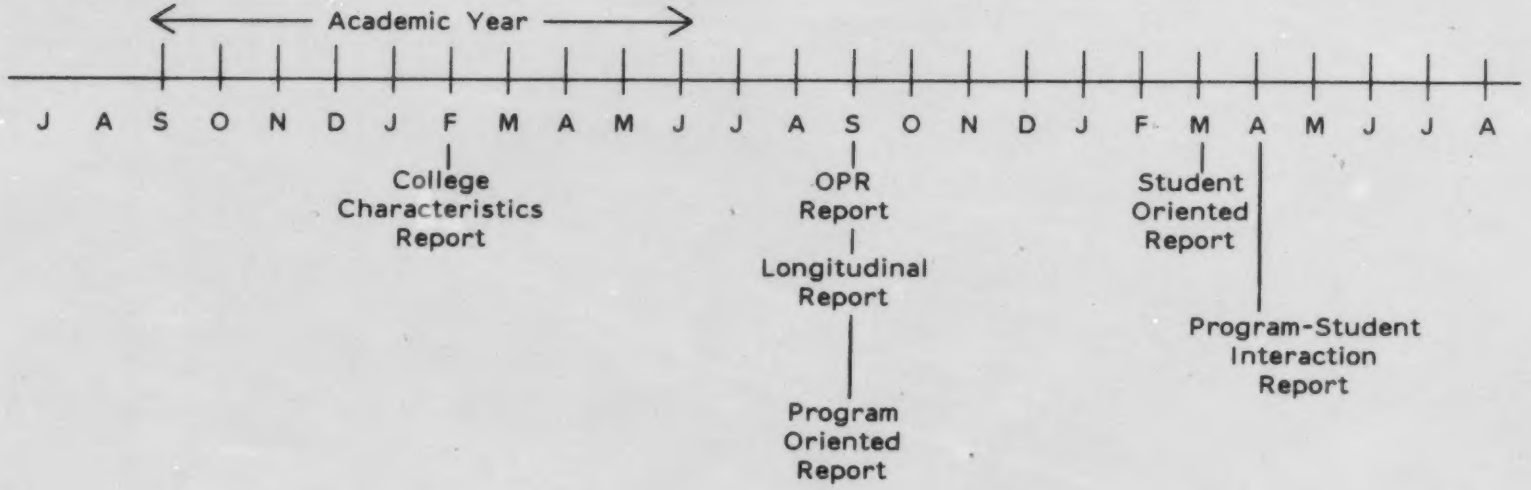
The collective profiles will be produced by tabulating the Supplemental Surveys and presenting frequency counts, converted to percentiles for easy comparison. Graphs representing the distribution of student types at each school and systemwide will make it possible to compare the profile of each campus to the overall profile of EOPS students. In addition, schools will be clustered according to the similarity of their student profiles. College membership in similar clusters will be useful in further analyses, particularly in the Program Oriented Report and the Program Student Interaction Report.

When the Supplemental Survey is collected in October, it will be sent to the Chancellor's Office for analysis. The large number of student questionnaires may slow down data analysis. In any circumstances, the College Characteristics Report should be drafted and edited by winter; a February delivery date seems reasonable.

The OPR Report. OPR teams will provide individual school reports throughout the year (cf. Chapter VI). By OPR Report, we refer to a summary of all the college reports written during the year. The OPR

FIGURE 2

Timeline of Proposed Evaluation Reports


Academic Year
J A S O N D J F M A M J J A S O N D J F M A M J J A
College Characteristics Report
OPR Report
Longitudinal Report
Program Oriented Report
Student Oriented Report
Program-Student Interaction Report

report summarizes system-wide program characteristics and activities, focusing on personal and organizational structures in the various EOPS programs (question 2).

The first portions of the OPR Report will focus on the several sources of easily quantifiable data such as the parameters documents which are checklists that indicate which services are incorporated into each EOPS program. However, we do not view this analysis as of most value. Instead, we would prefer to see the first part of the report focused more heavily on data which show the correspondence between actual program characteristics, activities, structures, etc., and those put forth in the Form 10 application. In addition, descriptive statistics of systemwide program characteristics will also be derived from Form 10.

The second portion of this report is more difficult to produce. The data on which it will be based include personal impressions, narrative descriptions and prose analyses which are more difficult to aggregate. The analyses of these will be guided by question 2. The analyses will be further guided by recurring observations in the various individual OPR college reports, and an attempt to determine whether particular program elements correlate with these recurring patterns. Finally, the report will investigate "outliers"--programs that received unusually strong positive or negative comments--in an attempt to identify key features that contributed to these striking impressions.

The annual OPR site visits will occur between October and May. The summary OPR Report should be available in September.

The Program Oriented Report. The Program Oriented (PO) Report will draw on data from Form A-1, Form 10, and the College Characteristics Report to compare actual expenditures and the collective student

profiles at each school. The report will not only illuminate how well individual EOPS programs meet student needs (questions 3 and 4), but also permit intercampus comparisons of program service levels.

The report depends on coding the A-1 expenditure records from each school for computer analysis or analyzing the data by hand. Several variables from each school will be reported, including total expenditure per category, expenditure by object class code (aggregated to the 1000 level) per category, financial aid to students, and district contributions to coordinated services. In addition, a systemwide aggregation of these variables will be made. Charts and tables will facilitate comparison of college expenditure patterns.

The College Characteristics Report should be ready in February, but the Form A-1 data will not be available until the end of summer. Thus, we suggest that the PO Report be completed by October.

The Longitudinal Report. The Longitudinal Report will summarize the activities -- jobs, promotions, transfers -- of EOPS students as they depart from the program (question 6). It will also provide useful information about students' changing perspective on their school experience and their academic and career goals (question 5).

The data from the Supplemental Survey will serve as a baseline for comparing students' plans and goals when they enter the program, to their end-of-the-year (and following year) objectives. The comparison will tell us something about the patterns of personal expectations and progress toward goals.

The most important Longitudinal Study result will be information about students' success after they leave EOPS. Graphs could display various categories of endeavor and the relationship between stated goals

and post-college activities. Eventually, after the first cohort group finishes, it will be possible to investigate the relationship between background variables, program variables, academic achievement variables, and success outside the program.

The Longitudinal Study we propose will operate in a four or five year cycle, and this cycle should be repeated with a new group of students every four or five years. While it may take three or four years to see the first group through to post-EOPS program results, Longitudinal Reports will be issued every year, analyzing student perceptions about goals and participation in the program. The Longitudinal Report will be issued in the fall.

The Student Oriented Report. The Student Oriented (SO) Report will be based on data from USRS and the CPEC data base. It will analyze background characteristics (question 1) and academic success (question 5). The SO Report will be one of the most detailed of the six documents. We assume here that our proposed additions and revisions to USRS will be adopted, thus allowing for EOPS/non-EOPS student comparisons.

The SO Report will first compute systemwide descriptive statistics on all background variables for the EOPS and non-EOPS populations. Most of this analysis will require simple percentages, frequency counts and univariate statistics. Graphs or tables will display the distribution of EOPS and non-EOPS students by age, sex, financial need, high school G.P.A., etc. Individual college aggregations may be compared to the systemwide patterns.

The Report will also analyze data related to student success at the community college using descriptive statistics. Here too, graphs or tables will display the distribution of EOPS and non-EOPS students by units attempted, units completed, course enrollment levels, etc.

Both USRS and CPEC submit their annual reports in the fall following the academic year (Chapter VI). Thus, assuming that they report on schedule and that CPEC includes an EOPS identifier, the SO Report will be ready in March following the academic year under review.

The Program-Student Interaction Report. The Program-Student Interaction (PSI) Report, the final document in the proposed evaluation report system, combines the analyses of the Program Oriented Report and the Student Oriented Report. The PSI, then, subsumes Form A-1, Form 10, the Supplemental Survey, USRS and the CPEC data base. The combination of all these data sources will make possible general analyses about how programs differ in response to students' needs and about how program characteristics affect student outcomes. Cross tabulations, correlations and other bivariate descriptive statistics are PSI's dominant analytic tools.

One set of analyses in the interaction report will determine the relationships between student entry characteristics and the types of EOPS services provided. For example, the program-student interaction report may provide data to answer the question: "Do EOPS programs differ between schools whose student populations have significantly different goal profiles?"

The second set of analyses will seek to determine if there are any links between program characteristics and student academic variables, such as course enrollment levels, units completed, GPA, awarding of

certificates or degrees, etc. In some instances it may be possible to use multiple regression analyses to determine which program service variables contribute most to the variation in student outcomes. For example, the relationships between counseling hours, tutoring hours and number of units completed could be analyzed to determine the relative importance of these services to course success.

As soon as the Student Oriented Report is completed, probably in March, evaluators can turn to the PSI Report. It could then be completed by April or May.

Postnote

This completes the recommendations for the EOPS evaluation system. We have tried to develop an evaluation mechanism that is responsive to the concerns of both the legislative and colleges study groups while working primarily within the existing data framework. We believe the proposals offered here, if implemented effectively, will provide the Chancellor's Office and the community college system with a powerful tool for program description, analysis and improvement.

APPENDIX A

ACTIVITY TYPES

(1)——Act. 110 - Project Administrative Functions
(2)——Act. 120 - Project Support Functions
(3)——Act. 130 - Management Information and Evaluation Functions
(4)——Act. 140 - Other Management Functions
(5)——Act. 210 - Recruitment Services Functions
(6)——Act. 220 - Early Outreach Functions
(7)——Act. 230 - Pre-entry Services Functions
(8)——Act. 240 - Consortial Outreach Functions
(9)——Act. 250 - Other Outreach Functions
(10)——Act. 310 - Curriculum and Course Development Functions
(11)——Act. 320 - Instructional Services Functions
(12)——Act. 330 - Tutoring Services Functions
(13)——Act. 340 - Other Instructional Functions
(14)——Act. 410 - Educational and Academic Counseling Functions
(15)——Act. 420 - Career and Vocational Counseling Functions
(16)——Act. 430 - Personal Counseling Functions
(17)——Act. 440 - Testing, Diagnostic, and Interpretive Functions
(18)——Act. 450 - Information and Advisement Functions
(19)——Act. 460 - Other Counseling Functions
(20)——Act. 510 - Transfer Transition Functions
(21)——Act. 520 - Employment Transition Functions
(22)——Act. 530 - Consortial Transition Functions
(23)——Act. 540 - Other Transition Functions
(24)——Act. 610 - Interagency Functions
(25)——Act. 620 - Consulting Service Functions
(26)——Act. 630 - Other Special Functions
(27)——Act. 710 - EOPS Eligibility Determination Functions
(28)——Act. 720 - Other Financial Aid Coordination Functions
(29)——Act. 810 - Project Staff Development and Training Functions
(30)——Act. 820 - College Staff Development and Training Functions
(31)——Act. 830 - Other Staff Development and Training Functions
(32)——Act. 910 - EOPS Student Grants Function
(33)——Act. 920 - EOPS Student Work-Study Function
(34)——Act. 930 - EOPS Student Loans Function
(35)——Act. 940 - EOPS Student CWS Matching Function
(36)——Act. 950 - EOPS Student NDSL Matching Function
(37)——Act. 960 - Other Direct Aid

APPENDIX B

REFLECTIONS ON EVALUATION OF EOPS

By

James W. Trent

INTRODUCTION

It is an interesting soul-searching experience to reflect upon one's evaluation of a major statewide educational program. It is also rewarding to have the opportunity to ferret out the different implications for the ongoing evaluation of programs such as the one to be discussed that are generated by this reflection. The following paper is an accounting of these preceived implications.

In 1975 the State of California commissioned a study, under the writer's direction, designed to provide a comprehensive evaluation of EOPS in its statewide system of community colleges. The study was designed to result in conclusions concerning the extent to which the community colleges were meeting the three interrelated sets of objectives established for EOPS: Those in the enabling legislation (Senate Bill 164); in the Statement of Policy and Guidelines adapted by the California Community College Board of Governors; and in the individual community colleges' applications for EOPS funding.

The study, completed in the spring of 1976, was, indeed, comprehensive. It included the following:

(1) Extensive survey, in each of the 93 participating colleges, of representative samples of EOPS students, non-EOPS students, faculty, administrators, EOPS directors and chairpersons of local EOPS community advisory committees. The surveys emphasized

the respondents' self-reported personal and academic characteristics, attitudes, perceptions, experiences and anticipated outcomes. The survey instruments were extensively pre-tested and refined, and considerable attention was given to assure that their items and measures reflected EOPS objectives and related issues. A considerable majority of all targeted groups responded, ranging from 70 percent of the EOPS students to 94 percent of the EOPS directors.

(2) Analyses of institutional and program characteristics obtained from two document sources: (a) a "Basic Data Sheet" designed by the Project staff and (b) program self-reports routinely submitted to the statewide Chancellor's Office.

(3) Case studies based on site visits to twelve colleges located throughout the state, and representing the spectrum of California community colleges in terms of such factors as size, student characteristics and district characteristics. The case studies comprised the pooled reports from the teams that conducted the site visits. With few exceptions, each team consisted of a college president, dean of student personnel services, faculty member and/or counselor and a current or former EOPS student, in addition to the Project staff. In all cases reports were developed from interviews with the colleges' presidents and a

cross-section of other key administrators, faculty, counselors, current and former EOPS students, representatives of local advisory committees and district superintendents. The interviews covered the complete range of objectives, processes and issues pertaining to EOPS.

This data pool provided considerable, wide-sweeping knowledge on the background, personal and experiential characteristics of the constituent groups as well as important institutional and program characteristics. It also made possible a feature found very important to a program of this kind: an examination of the interaction of the target groups with significant other groups and their environment.

Much was learned from this evaluative study that has implications for the increasing effectiveness of ongoing systemwide (and institutional) evaluations of EOPS. These implications bear on three areas: (1) procedures for the evaluations; (2) appropriate criteria through which to assess the effectiveness of the evaluated programs; and (3) various issues which the evaluations might well take into account. As indicated from the outset, the intent of this paper is to discuss major implications of the former statewide evaluation of EOPS within each of these areas.

PROCEDURES

The evaluation actually led to judgments about three aspects of the evaluation process, those having to do with the Project's own procedures, those having to do with the evaluation of EOPS *per se* and then those having to do with how the statewide office handles the evaluation process.

PROJECT PROCEDURES

Several important strategies were executed which helped to assure that the data base described above was a rich one. Each college president was asked to (and did) appoint his own college's liaison officer to assist the Project staff to implement the evluation study on each campus. In addition to considerable correspondence, the liaison officers were acquainted with the nature of this study and their tasks through a series of regional workshops held by the Project's staff. The Project's directors presented the intent and procedures of the evaluation personally to the EOPS directors and student personnel deans at their statewide meetings, and they met regularly with the statewide EOPS Advisory Committee. The site team members were selected from nominations the Project staff solicited from involved individuals throughout the state - a tedious process, but one which helped to assure an important sense of participation and good will among the participants in the evaluation. Finally, pre-site visits were made and pre-site team orientations were conducted to assure that all aspects of the case studies would be taken care of; and as smoothly

as possible.

Three strategies unquestionably contributed to remarkable results. The survey response rates were unprecedented, ranging from 70 percent of the EOPS students to 94 percent of the EOPS directors. Almost all of the data sheets and other documents requested were received. The site visits went even better than planned. Cooperation and responsiveness prevailed throughout.

Two research strategies, however, were imposed upon the Project which were debilitating. First, both the time allowed (nine months from start-up to final report) and funding were unrealistic for such a massive project. Second, the state's prescriptions for the evaluation precluded a longitudinal study (examining the same individuals from their entrance to a program through their termination and/or beyond), the only way real programmatic impact can be determined.

THE EVALUATION

Primary among the points addressed to the increased effectiveness of the evaluation of EOPS were: (1) the clarification of definitions; (2) revisions of state office guidelines; (3) validity of measurements; and (4) discrepancy among group perceptions.

(1) <u>The clarification of definitions</u>. Throughout the evaluation constant questions were raised about key elements of EOPS as articulated by the state office. A majority of the questions had to do with the need for clarification

leading to more consistent classifications of dependent, independent and family-emancipated students.

But the problem exceeded this issue. The enabling legislation (SB 164) stipulated that EOPS be for "...students affected by language, social and economic handicaps." The consensus of the site teams was that this stipulation indicated that EOPS was to be a program for the "multiple disadvantaged." In addition, the legislation indicated that participating colleges should develop means for identifying such students as well as the means for subsequently recruiting them.

Thus, as indicated in the evaluation report, indentification is taken as a way of developing and ranking the criteria for eligibility, presumably based on a systematic assessment of the needs of potential EOPS students in each college's district. Recruitment, in turn, is the actual means whereby students so identified are informed about and enrolled in the colleges.

The findings were, however, that, with few exceptions, the colleges did not have a defined, articulated identification process, other than financial need. Nor did the state office compensate for this omission by providing identification criteria to the colleges. Therefore, recruitment went on without any real, systematic or consistent reference to criteria clearly identifying the multiple disadvantaged. Obviously, the full assessment of a program's effectiveness is impossible when the characteristics of the constituents

are either undefined or inconsistently defined.

Another observation resulting from the study concerns actually identifying EOPS students, however defined. A number of colleges refrained from labeling any program or student as part of EOPS out of the intent to prevent any negative stereotyping that might be associated with these programs. While this intent might well be justified in some instances, it eliminates expedient and valid methods for tracking EOPS students and programs for purposes of any kind of meaningful evaluation of them.

(2) Revisions of state office guidelines. A series of multivariate analyses of the survey data made it very clear that there were a number of indicators of success achieved by EOPS students. These included academic achievement, presistence, use of EOPS services, self-perception of skills and personal traits, academic motivation and educational aspiration. To the researchers' surprise, these indicators were statistically quite independent of one another, which led to the conclusion that any systematic evaluation of a program like EOPS ought to allow for, even look for a variety of criteria, all of which while relevant to the effectiveness of the program, may not be that much related to one another.

Another matter along these lines came from the personnel interviewed during the site visits. A strong consensus -- verified by the site teams -- was that any systematic evaluation must take into account local and changing needs and

situations. Guidelines for individual program effectiveness and evaluative criteria should be flexible. The final judgment of the present writer was that there was a great deal of quality in how the EOPS objectives were being met and that this quality in diversity should be recognized. In other words, any overall evaluation of EOPS should consider different institutions' diverse ways of meeting general objectives in their own right. Yet, at the point of the evaluation, state guidelines did not provide sufficiently for either multiplicity or flexibility of procedures and criteria. (Those interviewed considered this true even though there was exhibited general satisfaction with the guidelines.) The consensus was that the guidelines needed to be revised to better accommodate these points seen by so many as crucial.

(3) Validity of measurements. The previous evaluation included a variety of measures of students' self-concept regarding their perceived aptitudes, skills, interests, self-esteem and ability to master their environment -- dimensions important to objectives of EOPS. Some of these measures were based on previously standardized and validated scales and others were devised for the purposes of this study.

Of moment here is the fact that most of these measures did not discriminate adequately among the various student groups, whether incoming students compared to continuing students, EOPS compared to non-EOPS students, "successful" students compared to less successful, or whatever.

The problem is that most of the students rated themselves unduly high on most of the measures, a phenomenon the writer also discovered a few years earlier in a cross-country study of community and junior colleges.* Apparently, the type of items used in these measures (and commonly used in much if not most research of higher education student characteristics) are quite subject to positive response bias or social desire-ability. The importance of the dimensions intentionally being measured is not in question, only the accuracy of the measurements. Perhaps the solution is to move toward more subtle or less obvious, behaviorally-based items. In any event, what is essential is to find a way of reliably and validly assessing the kind of student characteristics under discussion.

(4) Discrepancy among group perceptions. A final finding of the evaluation offered nothing new to those involved in the evaluation of the educational process, but rather served as an important reminder: that great care must be taken in interpreting different groups' varying responses to common items. For example, when asked to rate the level of effort that had been made "... to recruit a faculty, administration and staff whose racial and ethnic composition reflects that of the community your colleges serves," 93 percent of the administrators compared to 46 percent of the faculty and only 25 percent of the EOPS

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* Trent, J.W. and Associates. The Study of Junior Colleges, Vol. II. Los Angeles: Center for the Study of Evaluation, University of California, Los Angeles, 1972.

directors indicated that a "major effort" had been made.

As another example, when asked if separate personal counseling was available for EOPS students, 31 percent of the administrators said yes, compared to 23 percent of the faculty and only 20 percent of the EOPS students, but 50 percent of the EOPS directors. Now, where does "truth" exist among these responses? Probably in all directions, as perceived by the different groups. Perception, of course, possesses its own reality. But the function of evaluation is manifold: it distinguishes what is perceived from what actually occurs; it assesses the effectiveness of what occurs; and it determines the reasons for any repercussions of discrepant perceptions.

STATEWIDE ACTION

A number of responses from both the surveys and site visit interviews referred to the statewide practices regarding the implementation and evaluation of EOPS. These remarks especially centered upon the state office's consulting function and reporting procedures.

(1) Consulting. Strong sentiment was expressed both through the surveys and interviews that the specialists in the Chancellor's Office ought to be more involved with the campuses' programs. Only 33 percent of the administrators and 50 percent of the EOPS directors surveyed could even agree that the specialists' campus visits were enough to maintain an effective link between the state office and the

individual EOPS.

The administrators and directors were much more divided on two other issues regarding the state office visits: only 37 percent of the administrators considered the visits helpful, compared to 64 percent of the directors; 42 percent of the administrators felt that the specialists were fair in their assessments, compared to 76 percent of the directors. Here, obviously, are two additional striking examples of discrepancy of perceptions between constituent groups which deserve additional attention in the present context.

These data, however, are not to be taken to mean that the administrators wanted to see a reduction in the roles of the specialists. The interviews, in particular, led to the firm conclusion that there should be more specialists; that they should have a greater consultative role and not simply serve as monitors; that they should provide prompt, constructive evaluative reactions to program proposals; and that they should provide equally prompt information about budget approvals.

More specifically, the request was that there be more specialists to serve as resources helping the campus EOPS personnel by providing the following: a source for sharing ideas, problems and successes across the state; orientation for new directors; frequent on-site reactions and suggestions contributing to program effectiveness; and assistance in gaining skills in the following areas: program and budget

planning; management; data collection and analysis; curriculum and instructional development; and recruitment and identification techniques.

(2) Reporting. There was also consensus about the reporting procedures of the Chancellor's Office. A substantial majority of involved individuals surveyed rejected the endorsement that the annual data required by the state office for the evaluation of EOPS was necessary to judge the effectiveness of these programs. An even greater majority (72 percent of the administrators and 66 percent of the directors) rejected the statement that the data reporting procedures are efficient.

Still only a considerable minority saw no use for the data at all. Their main concern was not that there be no evaluative data, but that there be a revamping of reporting practices. Commonly expressed was the perception that the current level of data required from individual EOPS far exceeded that of other programs; that these excessive requirements waste time and funds; that reporting practices on the whole be carefully reviewed, planned and coordinated at the state level; that such coordination include the "written" evaluation material on EOPS performance with that of the specialists' on-site visits; and, perhaps most commonly expressed, that feedback be prompt enough to be of some use to the colleges.

CRITERIA

As indicated previously, the criteria fundamental to the assessment of the statewide EOPS were themselves questioned. Mostly the questions had to do with clarification of "success" indicators and their operational definitions. Since criteria constitute an essential component of evaluative research or procedures, several difficulties concerning the criteria indicating the success of EOPS were treated in the above discussion on Procedures. Hence, it should suffice at this point to enumerate these points and consider a few additional criteria not treated above.

1. There were inputs from all respondents that there was need for better definitions of all criteria and other key elements of the mandated programs.
2. There was most evident -- as indicated in the above discussion of quality in diversity -- that EOPS objectives can be met in different ways, and that, therefore, there should be diverse evaluative criteria to reflect these different ways.
3. Also evident from the data was the fact that there should be multiple criteria for "success." Again, as discussed above, multivariate analyses, imperfect in themselves, still revealed a definite diversity of quite independent indicators of success. As just one example, the evidence is that "success" should be considered more in terms of persistence than

questionably achieved grade point averages.

4. Enough has already been said about the need for established, workable and multiple activities for the identification of potential EOPS students and their recruitment.
5. There is also the matter of recruitment versus support criteria. The success of EOPS cannot be based just on the extent to which these programs recruit "disadvantaged" students and offer them financial assistance. The success of these programs must also be based upon the extent to which they do offer supportive services that help the financially and otherwise disadvantaged students to advance through community colleges and beyond.
6. Finally, the surveys and interviews brought to the fore one other major concern: those questioned generally felt that statewide guidelines for evaluation were reasonably flexible, but they were most adamant about the continued need for this flexibility so that statewide imperative would not smother local needs.

ISSUES

The study pointed out a number of unresolved issues important to the evaluation of EOPS. Some of them have

already been indicated because they bear so heavily on the evaluation process and criteria for evaluation. So do the others. Thus they will be reiterated and summarized in that fashion.

THE EVALUATION PROCESS

Again, evaluation is a situation of the kind under discussion cannot be a one-way process. At issue is not only the state's evaluation of the effectiveness of EOPS operating in individual institutions, but also the effectiveness of the statewide office responsible for EOPS.

Statewide Office Procedures. Probably the most prominent issue arising from the study had to do with data requirements. Campus officials found them to be far too frequent, too burdensome, too uncoordinated, and reported back too poorly with too little meaning.

A second issue emphasized the statewide guidelines for EOPS. Although the involved respondents generally were positive about them and considered them sufficiently flexible, their great concern was that they remain flexible enough to take into account local needs and situations. They were also concerned that a statewide evaluation, such as the one that was being conducted, would rigidify the guidelines.

Although the respondents were generally positive toward the statewide specialists, certain problems were stressed. These were the need for more quality consultative time from the specialists, greater and quicker responsiveness to such

matters as budget, proposals and data reports and more orientation service. These problems, among others, contributed to the decided conclusion that the statewide unit responsible for EOPS should also be regularly and systematically evaluated.

Institutional Procedures. The lack of adequate, operational definitions was a problem at the state level and continued to the institutional level. This lack led to a considerable amount of confusion over who is really eligible for EOPS. In many cases financial need was the sole index used to determine EOPS eligibility even though the intent as interpreted through the evaluation was that EOPS students be multiply disadvantaged. Yet, as indicated, these multiple disadvantages were never operationally defined.

A related issue was whether recruitment should be considered in any ongoing evaluation. A common criticism from the directors was that normal enrollment, precedence and word-of-mouth were already attracting more EOPS-eligible students than could be accommodated under existing funding.

Inappropriate funding also figured into the lack of long-range institutional masterplans for EOPS which were to be submitted to the Chancellor's Office. Only a few campus masterplans for EOPS existed, and most of those were sparce and incomplete. The contention of those involved was that this situation was the case and would remain the case until they achieved long-range funding. They argued that they could not make plans for the future without knowing ahead of time

the level of funding to be anticipated making those plans possible to implement.

Funding came up in another important way. Even before Proposition 13 was an issue there was a widespread concern that EOPS was insufficiently funded to carry out its many mandated objectives. The question was raised then -- and seems even more relevant now -- as to whether each campus should be required to at least attempt to seek supplemental funds from private sources. Should such an activity be mandated, it, too, would be an important element to evaluate. This situation would be even more true if the evaluation led to the identification of effective, replicable techniques for fund raising and the identification of the better sources for funding.

A final issue concerning institutional evaluation centered on the roles of the EOPS directors. Generally, they were rated quite positively ("excellent" or "good") by other administrators and the faculty on all of a variety of criteria. They received comparatively low ratings, however, on their working relations with the faculty, interacting with the community, recruiting EOPS students, planning and evaluating EOPS and publicizing EOPS. Considering the presumed importance of some of these criteria, the meaning of the relatively low ratings deserves further inquiry.

THE CRITERIA

Enough has been said above about the issue concerning quality in diversity, but its importance dictates its reiteration here. A major finding was that there are different ways to the same end and that the diverse ways may well be determined by varying situations. Consequently, evaluation criteria should be sensitive to this diversity. How this process can best be accomplished while maintaining statewide program integrity may in itself constitute an important evaluation.

These criteria should also be sensitive to the overall environment which influences and/or is influenced by EOPS. EOPS is an interactive phenomenon. The quality of that interaction is critical, and equally critical to assess. Two cases may be illustrative. Much of the effectiveness of EOPS is dependent upon a supportive faculty willing and able to assist EOPS students with the different "disadvantages" that they come with by design. Yet, both the surveys and site visits made it evident that the faculty in general were largely ignorant of the nature of EOPS and very resistant to faculty development programs that would be most likely to help them work with EOPS students. Hence, faculty behavior, itself, may be one of the most important criteria of all to to consider.

Then, since much of EOPS does or should constitute an outreach program the quality of the programs' community relations -- both relations with the campus community and

with its surrounding "service" community -- form two other important criteria. Here, too, are criteria deserving special consideration, since community relations was an issue found to be somewhat problematic for EOPS in ways discussed previously.

Under the circumstances, a major conclusion of the previous evaluation appears as relevant now as it did a few years ago; namely, that the knowledge gained through the evaluation resulted in:

1) A heightened appreciation of the diversity of settings in which California community colleges carry out their missions;
2) a correspondingly heightened awareness that evaluations or assessments of state-mandated programs -- educational or otherwise -- need always to include a systematic assessment of the larger organizational and community contexts in which the programs operate; and
3) confirmation of the need for legislation that initiates programs like EOPS itself be continuously reviewed, evaluated and revised in light of changing economic and social conditions which affect the appropriateness and/or precision of its language (p. 1).

EOPS reaches many important levels. This program's importance is such that it be adequately evaluated at each of these levels. Consequently, continued effort should be made to assume the adequacy of such evaluation.

Appendix C

Revisions and Additions to USRS Data Elements

We propose to revise four of the existing USRS-EOPS student data elements, add one new element to the existing USRS-annual subsystem, and add at least nine elements to a new USRS-annual segment which would be collected on all students, not just special program participants. These modifications will be described briefly in the following paragraphs, and proposed data element dictionary language for each will be presented.

Description of Modifications The measurement of units completed (Item E20) should take the same form as the measurement of units attempted, which is currently part of the USRS-annual student data elements. As presently constituted the same distinctions are not made in the two elements. Consequently, we are suggesting revisions in item E20 to make these two elements parallel.

As currently written the requests for the number of counseling hours (item E6) and the number of tutorial hours (item E19) provided to each EOPS student are ambiguous. Each college has the option of including or excluding non-EOPS funded counseling and tutoring hours in its totals and is not required to report which option it has selected. As a result the data obtained from different colleges are not comparable. We suggest that the distinctions between EOPS-

funded and non-EOPS funded hours be made explicit in both data items.

There are currently seven options offered to indicate the students academic standing at the end of the term (item E2). These include three distinctions between students who are still enrolled and three distinctions between students who withdrew or were dismissed. We proposed to add two additional distinctions to those applicable to students no longer enrolled in order to describe their status in greater detail. These additional categories would designate students who had left the college in a normal manner after completing a certificate or degree program.

Currently there is no measure of academic acheivement prior to enrolling in a post-secondary institution. To provide some common baseline acheivement data we propose to add an item reflecting high school GPA to the USRS-annual data elements.

Finally, we are proposing that an annual survey of all students be added to the current USRS system. At least nine items should be included in this survey to provide important comparisons between EOPS students and the general college population. The nine items we suggest for inclusion in this survey are: high school GPA, units completed, weekly student contact hours, positive attendance enrollment, academic standing-beginning, academic standing-end, annual GPA, cumulative GPA, and student levels.

Data element dictionary definitions for each of the modified elements will be found on the following pages.

REVISED

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

E7
ELEMENT NUMBER

ELEMENT TITLE: Units Completed

DEFINITION:

Total number of units of credit generated by credit courses in which the student was actively enrolled during the previous academic year.

CODES, CATEGORIES, AND COMMENTS:

There are eight (8) sub-elements for this data element. Report units of credit completed for those types of courses in which the student was actively enrolled during the last academic year:

0. Full-term credit courses -- day course.
1. Full-term credit course -- extended day (night) courses.
2. Positive attendance credit course.
3. (Not used.)
4. Instructional Television courses (ITV).
5. Apprenticeship courses.
6. Independent studies.
7. Work experience.

Zero fill those sub-elements that are not applicable for the student.

If variable number of units of credit are awarded in a course, report the units of credit for which student was enrolled.

Note: These data elements are mutually exclusive; i.e., if units completed in ITV are reported, the same units should not be reported in the first two data elements, full term or positive attendance credit courses.

Obtained from college course master file/registration office.

COBOL PICTURE:

99v9 occurs 8 times

USES:

DATE ISSUED: _____

REVISED

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

E19
ELEMENT NUMBER

ELEMENT TITLE: Tutorial Hours

DEFINITION:

The total hours spent by the student being tutored this term. Report separately EOPS and non-EOPS tutoring time, if good estimates are available. Include hours spent in the study center working with or under the direction of a tutor under the appropriate category.

CODES, CATEGORIES, AND COMMENTS:

There are two (2) occurrences of this data element.

The total tutorial hours (rounded to the nearest hours) should be reported separately for:

1. EOPS funded tutoring
2. Non-EOPS funded tutoring

If the student has not received any tutorial assistance under one or both categories, zero fill the appropriate data.

COBOL PICTURE:

DATA LENGTH:	3
DATA CLASS:	Numeric
COBOL PICTURE:	999 occurs two times

USES:

DATE ISSUED:

REVISED

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

E6
ELEMENT NUMBER

ELEMENT TITLE: Counseling Hours

DEFINITION:

The total number of hours spent by the student this term receiving counseling. Report separately EOPS and non-EOPS counseling hours if good estimates are available.

CODES, CATEGORIES, AND COMMENTS:

There are two (2) occurrences of this data element.

The total hours (rounded to the nearest hour) of counseling should be reported for:

1. EOPS counseling
2. Non-EOPS counseling

If the student has not received any counseling assistance under one or both categories, zero fill the appropriate data.

COBOL PICTURE:
DATA LENGTH: 3
DATA CLASS: Numeric
COBOL PICTURE: 999 occurs two times

USES:

DATE ISSUED: _____

REVISED

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

E2
ELEMENT NUMBER

ELEMENT TITLE: Academic Standing at End of Year

DEFINITION:

The students' academic standing at the end of the previous academic year according to the following codes.

CODES, CATEGORIES, AND COMMENTS:

1 = good standing
2 = special admit
3 = probation
4 = withdrew upon completion of certificate program
5 = withdrew A.S. or A.A. degree
6 = withdrew without certificate or degree, but according to procedure
7 = withdrew without notice
8 = dismissed
9 = other

COBOL PICTURE:

DATA LENGTH: 1
DATA CLASS: Numeric
COBOL PICTURE: 9

USES:

DATE ISSUED:

ADDITION TO USRS-ANNUAL

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: High School GPA

DEFINITION:

High school GPA as shown on student's transcript and determined by Registrar.

CODES, CATEGORIES, AND COMMENTS:

If high school GPA is not available, leave blank.

Round to nearest 1/100.

Obtain from Registrar.

COBOL PICTURE:

9v99

USES:

DATE ISSUED: _____

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLECES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: Units Completed

DEFINITION:

Total number of units of credit generated by credit courses in which the student was actively enrolled during the previous academic year.

CODES, CATEGORIES, AND COMMENTS:

There are eight (8) sub-elements for this data element. Report units of credit completed for those types of courses in which the student was actively enrolled during the last academic year:

0. Full-term credit courses -- day courses.
1. Full-term credit courses -- extended day (night) courses.
2. Positive attendance credit course.
3. (Not used.)
4. Instructional Television courses (ITV).
5. Apprenticeship courses.
6. Independent studies.
7. Work experience.

Zero fill those sub-elements that are not applicable for the student.

If variable number of units of credit are awarded in a course, report the units of credit for which student was enrolled.

Note: These data elements are mutually exclusive; i.e., if units completed in ITV are reported, the same units should not be reported in the first two data elements, full-term or positive attendance credit courses.

Obtained from college course master file/registration office.

COBOL PICTURE:

99v9 occurs 8 times

USES:

DATE ISSUED: _____

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: Weekly Student Contact Hours (WSCH) - Full-Term Credit Course(s) Day and Extended Day

DEFINITION:

Average number of class hours for which student is actively enrolled in full-term credit course(s) during the past academic year.

CODES, CATEGORIES, AND COMMENTS:

There are two (2) occurrences of this data element.

(Refer to record formats in Appendix G.) Report WSCH for day courses and extended day (evening) courses separately.

This data element is to be reported only for students actively enrolled in full-term credit course(s). If the student is not actively enrolled in a full-term credit course, zero fill data field.

COBOL PICTURE:
DATA LENGTH: 3
DATA CLASS: Numeric Display
COBOL PICTURE: 99v9

USES:

DATE ISSUED: _____

ANNUAL SURVEY OF ALL STUDENTS

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: Positive Attendance Enrollment, Annual

DEFINITION:

A code to indicate active enrollment in positive attendance course(s) at any time during the past academic year.

CODES, CATEGORIES AND COMMENTS:

CODE	CATEGORY
0	Student was not enrolled in a positve attendance course.
1	Student was enrolled in a positive attendance course.
2	Student was enrolled in a positive attendance noncredit course.
3	Student was enrolled in both positive attendance credit and noncredit courses.
4	Student was enrolled in a non-state supported class.

There are two (2) occurrences of this data element. Report enrollment in positive attendance courses separately for day and extended day (evening).

Extended day course is any course starting at or after 4:30 p.m.

COBOL PICTURE:
DATA LENGTH: 1
DATA CLASS: Numeric Display
COBOL PICTURE: 9

USES:

DATE ISSUED:

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: Academic Status at Beginning of Year

DEFINITION:

Student academic standing at the beginning of the first term the student was enrolled during the past academic year to the following coes.

CODES, CATEGORIES AND COMMENTS:

1 = good standing
2 = special admit
3 = probation
9 = other/unknown

Collected by EOPS Director at beginning of term.

COBOL PICTURE:
DATA LENGTH: 1
DATA CLASS: Numeric
COBOL PICTURE: 9

USES:

DATE ISSUED: _____

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: Academic Standing at End of Year

DEFINITION:

The students' academic standing at the end of the previous academic year according to the following codes.

CODES, CATEGORIES, AND COMMENTS:

1 = good standing
2 = special admit
3 = probation
4 = withdrew upon completion of certificate program
5 = withdrew upon receipt of A.S. or A.A. degree
6 = withdrew without certificate or degree, but according to procedure
7 = withdrew without notice
8 = dismissed
9 - other

COBOL PICTURE:
DATA LENGTH: 1
DATA CLASS: Numeric
COBOL PICTURE: 9

USES:

DATE ISSUED:

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW
ELEMENT NUMBER

ELEMENT TITLE: Annual GPA

DEFINITION:

GPA earned during the previous academic year as determined by college Registrar.

CODES, CATEGORIES AND COMMENTS:

Round to nearest 1/100.

Obtain from Registrar at the end of academic year.

COBOL PICTURE:
DATA LENGTH: 3
DATA CLASS: Numeric
COBOL PICTURE: 9v99

USES:

DATE ISSUED:

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: Cumulative GPA

DEFINITION:

Cumulative GPA at the end of the previous academic year as shown on student's transcript and determined by Registrar.

CODES, CATEGORIES, AND COMMENTS:

If cumulative GPA is not computed, leave blank.

Round to nearest 1/100.

Obtain from Registrar at the end of academic year.

COBOL PICTURE:

DATA LENGTH:	3
DATA CLASS:	Numeric
COBOL PICTURE:	9v99

USES:

DATE ISSUED: _____

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: Student Level, Annual

DEFINITION:

The total accredited work completed as of the first census week of the first term in which the student was enrolled during the past academic year which reflects the student's level of academic achievement.

CODES, CATEGORIES AND COMMENTS:

CODE	CATEGORY
1	High school student
2	Freshman
3	Sophomore with 30-59 semester units or 45-89 quarter units.
4	Student with 60 or more semester units or 90 or more quarter units.
5	Associate Degree
6	Bachelor's Degree or higher
9	Unknown

COBOL PICTURE:
DATA LENGTH: 1
DATA CLASS: Numeric Display
COBOL PICTURE: 9

USES:

DATE ISSUED: _____

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
DATA ELEMENT DICTIONARY

NEW ELEMENT NUMBER

ELEMENT TITLE: High School GPA

DEFINITION:

High school GPA as shown on student's transcript and determined by Registrar.

CODES, CATEGORIES AND COMMENTS:

If high school GPA is not available, leave blank.

Round to nearest 1/100.

Obtain from Registrar.

COBOL PICTURE:

9v99

USES:

DATE ISSUED:

STATE OF CALIFORNIA EDMUND G. BROWN JR., *Governor*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Student Oriented Data Bases Maintained by the Commission

Data Bases are available for all years between 1976 and 1980. Data Elements noted with an "*" are available since 1979.

A. Student Enrollment Data Bases

1. Public Segments - One record is maintained for each student enrolled in the Fall term. Each record contains the following data elements:

   a. campus where the student is enrolled,

   b. student level (e.g., freshman, sophomore),

   c. student status (e.g., first-time, transfer, continuing),

   d. student major,

   e. fee status (resident/non-resident),

   f. citizenship, (e.g., U.S. citizen, not U.S. citizen),

   g. full/part-time status,

   h. credit load (undergraduates only),

   i. sex,

   j. ethnicity (six categories defined by OCR plus Filipino, No Response, and "Other"),

   k. student program (e.g., Biology, Mathematics, Sociology),

   l. age,

   m. high school of origin* (for students classified as first-time freshmen only),

   n. institution last attended* (for students classified as transfer students only),

   o. permanent residence* (zip code, county, or Community College district).

2. Independent Colleges and Universities - A single record is maintained for each campus. Each record supports the following data elements:

   a. campus,

   b. student level (e.g., freshman, sophomore),

   c. sex,

   d. ethnicity (six categories defined by OCR; does not include Filipino, No Response, or Other classifications).

B. Degrees Conferred Data Bases

1. University of California and the California State University and Colleges - One record is maintained for each student receiving a degree during an academic year. Each record supports the following data elements:

   a. campus where the degree was awarded,

   b. degree level (e.g., bachelors, masters),

   c. sex,

   d. ethnicity (six categories defined by OCR plus Filipino, No Response, and "Other"),

   e. program (e.g., Biology, Mathematics, Sociology),

   f. age,

   g. high school of origin* (for students entering as "native" students only),

   h. institution last attended* (for students entering as transfer students only),

   i. permanent residence* (zip code, county, or Community College district).

2. California Community Colleges and Independent Colleges and Universities - A single record is maintained for each campus. It contains aggregated information arranged in the following manner:

a. campus where degree was awarded,

b. the number of degrees conferred by:

   1. degree level (e.g., associate, bachelors),

   2. sex,

   3. ethnicity (six categories defined by OCR only),

   4. program (e.g., Biology, Mathematics).

APPENDIX E

WHICH TYPE OF STUDENT ARE YOU?

There are many reasons for attending a community college. We would like you to classify yourself in terms of the following descriptive statements. Choose one. Of course there are no right answers. Students of all types attend classes here.

VOCATIONAL ORIENTATION

I. I am enrolled in a one or two year career program.

II. I am primarily interested in obtaining skills for an entry level job, and I may leave school as soon as I am able to find such a position.

III. I already have a job with career potential, and I am attending college part-time to increase my skills for a promotion or raise.

IV. I have a career already, and I am attending college (part-time) to obtain skills for a second career or an additional after-hours job, e.g. real estate.

V. I am taking just a single course or two that are required to renew the license for my particular job.

TRANSFER ORIENTATION

VI. My goal is a BA or BS degree. I am a full-time student, and I have a good GPA. All together it will probably take me between 2 and 5 semesters to transfer.

VII. My goal is a BA or BS degree. I am a part-time student, and I have a good GPA. All together it will probably take me more than five semesters to transfer.

VIII. I think I want to obtain a BA or BS degree, but my coursework isn't that strong and my GPA may not be good enough to transfer.

IX. I'm hoping to get a BA, but my real interest in transferring is to play intercollegiate sports.

X. I want a BA or BS degree, though I am proceeding through my course work slowly. I'll be able to transfer eventually if I can continue to get financial aid long enough so I can stay in school.

XI. I am already attending a four year college, and I'm currently enrolled here to make up selective credits or take additional courses.

XII. My goal is a BA or BS degree. I am concentrating on vocational courses that are transferable to a four year program.

OTHER ORIENTATION

XIII. I'm not really that interested in credits. I'm attending college part-time to get better skills related to my personal interests and hobbies.

XIV. I'm not really that interested in credits. I'm attending college part-time because I just like learning. Most of the courses I take are academic rather than skills.

XV. I have little interest in credit. I am interested in cultural experiences and take courses in art, history, drama, music appreciation, etc.

XVI. I need basic skills in math, reading or writing, (e.g. someone who might be seeking a GED).

XVII. I am taking basic preparatory courses that I need to transfer to a vocational program that is not available at this college.

*Adapted from prototypes developed by Steven Sheldon and Russell Hunter.

APPENDIX F

COMPARISON OF EOPS APPLICATIONS AND FINAL CLAIMS*

*Data for this report collected by Jennifer Franz.
Report written by Jennifer Franz and Marvin C. Alkin.

Background

In the course of this study we have identified a variety of state and local information needs and existing documents or data sources which might meet those needs. A primary potential resource identified was the EOPS application form or "College Plan for the Extended Opportunity Programs and Services Project," commonly referred to as Form 10. The questions and information items which Form 10 addressed pertained to a description of the elements of the EOPS program, levels of services provided in the EOPS program, and resources expended. What was not clear, however, was the extent to which the estimates and proposed plans contained in a college's application reflected actual porject operations and levels of service. We therefore determined that it would be necessary to compare proposed and actual efforts before incorporating Form 10 into the evaluation system.

Approach

The two forms used to determine the congruence between what colleges proposed to undertake and what they actually did were the application and the year-end "Budget Approval and Final Claim" (Form 7). Because final claims for 1980-81 had not yet been submitted when the comparison needed to be made, it was necessary to use data from 1979-80 - before Form 10 had been developed. However, its predecessor (Form 10 & 12) contained many of the same elements and was

deemed sufficiently similar to provide a valid measure.

The colleges to be included in the comparison were selected by applying numbers derived from a random number table to the alphabetical listing of community colleges in existence in 1979-80 (California Community College Dictionary: 1979-80). Of the 10% of all colleges so selected (n=11), two did not have final claims for 1979-80 on file. These were replaced with two more randomly selected colleges, of which one did not have a final claim on file. The final sample was thus developed via a third random selection process.

Table 1 shows the colleges included in the sample along with information concerning their size and location single campus/multi campus; northern/southern California). As this table suggests, although the sample colleges are probably not totally representative of all community colleges in the state, they do include colleges of all types - i.e., small, medium and large; single and multi campus; and from the northern and southern parts of California.

Once the colleges in the sample had been identified, their applications and final claim folders[1] were pulled and selected data items on the two sets of forms were compared. Because the amount of information on the claim forms was substantially less than the amount of the information in the applications, the comparisons which could be made were limited to proposed and actual expenditures and numbers of students served. Accordingly, the findings which follow

TABLE I

Characteristics of Sample Colleges

College	Fall 1979 Enrollment*	Multi Campus/Single Campus	North/South
Bakersfield College	12,210	Multi	South
Cerro Coso Community College	3,650	Multi	South
Cuyamaca College	2,033	Multi	South
Laney College	10,130	Multi	North
Lassen College	3,044	Single	North
College of Marin	11,315	Multi	North
Saddleback College	21,644	Multi	South
San Jose City College	13,761	Multi	North
Santa Rosa Junior College	19,501	Single	North
Sierra College	8,370	Single	North
Solano Community College	8,907	Single	North

*Largest enrollment Fall 1979 = 28,308 (Long Beach); smallest enrollment Fall 1979 = 573 (Palo Verde)

essentially encompass only two of the information items included in Table 3.

Findings

As noted above, most of the information contained in the EOPS application is not repeated in subsequent documents. It is therefore possible only to speculate about the extent to which program plans are congruent with actual program operations. However, the evidence with respect to planned vs. actual expenditures and numbers of students served clearly implies substantial differences between what EOPS projects propose to do and what they actually accomplish. This evidence is discussed in detail below.

Table 2 shows the amounts of EOPS funds awarded to the sample colleges, including their initial grants, any augmentations and all "recycled" funds (unencumbered monies reallocated from one college to another before the end of the fiscal year). Table 3 compares the "adjusted totals" derived from these various transactions both to the amounts applied for and to the amounts actually expended.

As these tables indicate, total expenditures for all but one institution (Laney College) were exceedingly close to their adjusted total EOPS grants (including augmentations and the "recycling" of unencumbered funds). However, they were only occasionally similar to the amounts originally proposed. All eleven colleges spent less than they applied

TABLE 2

EOPS Funds Awarded to Sample Colleges

College	Funded	Augmented	Recycled	Adjusted Total
Bakersfield College	234,523	1,304	-10,000	225,827
Cerro Coso Community College	106,237	--	--	106,237
Cuyamaca College	57,927	306	--	58,233
Laney College	406,372	2,308	-56,000	352,680
Lassen College	168,912	932	-36,000	205,844
College of Marin	215,638	1,206	+14,000	230,844
Saddleback College	100,088	544	--	100,632
San Jose City College	187,779	1,053	--	188,832
Santa Rosa Junior College	287,640	--	--	287,640
Sierra College	174,237	958	+15,500 +14,000	204,695
Solano Community College	163,658	905	- 7,500	157,063

TABLE 3

EOPS Funds Applied For, Granted and Expended

College	Application Amount	Adjusted Total Grant	Expended	Returned To Treasury
Bakersfield College	278,466	225,827	225,827	--
Cerro Coso Community College	106,237	106,237	104,176	2,061
Cuyamaca College	71,816	58,233	58,233	--
Laney College	1,503,800	352,680	306,647	46,033
Lassen College	366,000	205,844	205,844	--
College of Marin	353,299	230,844	230,844	--
Saddleback College	483,094	100,632	97,474*	3,567
San Jose City College	363,408	188,832	188,832	--
Santa Rosa Junior College	287,640	287,640	275,011*	12,329
Sierra College	382,866	204,695	204,695	--
Solano Community College	184,956	157,063	156,544	519

* It is unclear why the funds expended and returned to the treasury for Saddleback and Santa Rosa do not add to the adjusted total grant. However, the differences are small and do not substantially alter the relationship between proposed and actual expenditures.

for, and more than half (n=6, or 55%) expended over $100,000 less. In one instance, the difference was over $1 million.

The discrepancy between proposed and actual expenditures of district funds, displayed in Table 4, is somewhat similar to that for EOPS funds. Only two colleges spent what they proposed to spend, while another three were within $10,000 and a fourth was within $20,000. The remainder (45%) were off by over $100,000 - and all but one of these was off by more than $200,000. However, although all eleven colleges spent fewer EOPS dollars than they proposed to, two spent more district funds than they proposed: one by relatively little ($5,881 - Saddleback); but one by a substantial sum ($693,809 - Cuyamaca).

Perhaps predictably, given the differences between proposed and actual expenditures, no college served the numbers of students it proposed to, as Table 5 indicates. Differences ranged from relatively insignificant (e.g., Cerro Coso -- 32 students) to the almost incredible (e.g., Cuyamaca, which served only 9.6% of those it proposed to and Laney, which served 22.1%).[2] Among all eleven colleges, service was proposed for 5,950 students and actually delivered to 3,730 - a net decrease of 37%.

Tables 6 through 8 depict proposed and actual EOPS expenditures and students served by Part. (Student figures are not given for Part A because Part A funds are not used to provide direct services.) From the data we note that no

TABLE 4

Proposed and Actual Expenditures of District Funds for EOPS

College	Proposed Expenditures*	Actual Expenditures
Bakersfield College	486,230	296,522
Cerro Coso Community College	213,604	205,524
Cuyamaca College	73,381	767,190
Laney College	1,740,750	1,103,462
Lassen College	498,600	205,844
College of Marin	345,802	341,871
Saddleback College	373,616	379,497
San Jose City College	587,838	587,838
Santa Rosa Junior College	730,418	514,731
Sierra College	290,209	274,630
Solano Community College	835,022	835,022

*Proposed expenditure data are taken from estimates recorded on the approved budget since estimates reported in the application combine local, federal and other funds.

TABLE 5

Proposed and Actual Students Served (Unduplicated Count)

College	Students Proposed To Be Served	Actual Students Served
Bakersfield College	300	350
Cerro Coso Community College	125	93
Cuyamaca College	250	24
Laney College	1,000	221
Lassen College	375	312
College of Marin	1,800	814
Saddleback College	400	278
San Jose City College	400	309
Santa Rosa Junior College	500	545
Sierra College	400	178
Solano Community College	400	606

TABLE 6

PART A: Proposed and Actual Expenditures

College	Proposed Expenditures	Actual Expenditures *
Bakersfield College	20,645	31,250
Cerro Coso Community College	8,448	11,081
Cuyamaca College	21,722	27,328**
Laney College	73,100	57,726
Lassen College	83,000	39,430
College of Marin	-0-	-0-
Saddleback College	41,350	44,956
San Jose City College	37,400	38,006
Santa Rosa Junior College	15,734	22,896
Sierra College	26,815	31,359
Solano Community College	33,429	17,343

---

* Actual expenditures are presumed to be those claimed.

** $8,128 transferred from Part A ($6,262) and Part B ($1,866) to Part C after final claim was filed.

TABLE 7

PART B: Proposed and Actual Expenditures and Students Served

College	Proposed Expenditures	Proposed Students	Actual Expenditures	Actual Students
Bakersfield College	92,821	"300+"	78,383	350
Cerro Coso Community College	51,789	125	59,156	93
Cuyamaca College*	35,094	250	15,657*	24
Laney College	333,700	1,000	127,736	24
Lassen College	183,000	375	52,839	312
College of Marin	222,049	700	156,844	823
Saddleback College	153,744	400	22,853	65
San Jose City College	180,308	400	43,391	309
Santa Rosa Junior College	166,406	500	137,620	545
Sierra College	98,551	400	83,406	178
Solano Community College	84,527	400	56,296	478

* $8,128 transferred from Part A ($6,262) and Part B ($1,866) to Part C after final claim was filed.

TABLE 8

PART C: Proposed and Actual Expenditures and Students Served

College	Proposed Expenditures	Proposed Students	Actual Expenditures	Actual Students
Bakersfield College	165,000	"300+"	116,194	300
Cerro Coso Community College	46,000	125	33,939	65
Cuyamaca College	15,000	75	15,248*	24
Laney College	1,097,000	1,000	121,185	221
Lassen College	100,000	375	113,575	157
College of Marin	131,250	170	74,000	241
Saddleback College	288,000	400	29,665	65
San Jose City College	145,700	228	107,435	212
Santa Rosa Junior College	105,500	500	114,495	545
Sierra College	257,500	400	89,930	178
Solano Community College	67,000	100	82,905	128

* $8,128 transferred from Part A ($6,262) and Part B ($1,866) to Part C after final claim was filed.

college spent what it proposed to in any Part or (with the possible exception of Bakersfield College's somewhat vague proposal) served the numbers of students it planned to. Generally speaking, less was spent and fewer students were served than specified on the application, but this is not universally the case in any Part. Moreover, the magnitudes of the changes range from lows of $248 and 16 students (in different colleges) to highs of $975,815 and 976 students (in the same college).

Finally, it should be noted that although in most colleges the total amounts expended were the same as or very similar to amounts awarded, with the result that approved budgets are quite reliable indicators of actual program costs, this is not quite as often the case with respect to expenditures under the various Parts. Colleges have the option of transferring funds from one Part to another during the year, and all but one of the colleges in the sample did so in 1979-80. The amounts transferred, which are shown in Figure 1, tended to be fairly small, but in four instances were quite substantial: $9,743 by Bakersfield College; $10,000 by Cerro Coso College; $47,375 by Laney College; and $20,000 by Solano College. These figures represent 4.3%, 9.4%, 13.4% and 12.7%, respectively, of the colleges' adjusted total EOPS budgets.

Conclusions

The data discussed in the preceding section strongly

FIGURE I

Transfers of Funds Among Parts A, B & C

Bakersfield College
$2,094 to Part B: $377 from Part A & $1,717 from Part C
$9,743 from Part C: $7,226 to Part B & $2,477 to Part A

Cerro Coso Community College
$382 from Part B to Part A
$10,000 from Part C: 3,496 to Part A & $6,504 to Part B

Cuyamaca College
$8,128 to Part C: $6,262 from Part A & $1,866 from Part B

Laney College
$47,375 from Parts A & B to Part C

Lassen College
$4,796 from Part B to Part C

College of Marin
None

Saddleback College
$289 from Part B to Part A
$5,799 from Part B to Part A

San Jose City College
$300 from Part A to Part B
$5,236 from Part A: $2,827 to Part B and $2,409 to Part C
$2,027 from Part C: $1,159 to Part A and $868 to Part B

Santa Rosa Junior College
$7,350 from Part B: $3,350 to Part A & $4,000 to Part C

Sierra College
$3,964 to Part C: $474 from Part A & $3,490 from Part B
$4,464 to Part C: $974 from Part A & $3,490 from Part B
$3,000 from Part C to Part A

Solano Community College
$20,000 to Part C: $17,857 from Part A & $2,143 from Part B
$1,000 from Part B to Part A

suggest that EOPS applications bear little relationship to actual program expenditures and operations. Both dollar amounts expended and numbers of students served vary substantially from proposed to actual in most colleges. In general, the changes are in a negative direction - i.e., less money spent and few students served - but this is not universally the case. Moreover, the trends of the two variables are not necessarily parallel: colleges may serve more students with fewer dollars or fewer students with more dollars.

Approved budgets are quite reliable indicators of actual expenditures for the large majority of colleges in terms of total dollar amounts. However, because colleges have the option of transferring funds among Parts, these budgets do not accurately reflect expenditures by activity. Furthermore, they tend not to show planned decreases in the numbers of students to be served.

In sum, beginning-of-year documents do not appear to be a reliable source of informarion about what EOPS programs actually do, at least insofar as expenditures and numbers of students served are concerned. Whether the other information items included in the application are less subject to change cannot be determined from final claims and related documents, but it would appear probably that as funds and numbers of students change, other aspects of the program would of necessity change as well. Accordingly, it is

highly likely that EOPS project applications are of minimal utility in program evaluation.

FOOTNOTES

[1]Final claim folders include all program claims for funds along with the program's approved budget, the documentation of transfers among Parts A, B & C, other amendments to the approved budget and related correspondence. All of these items were reviewed, and some of them served to enhance the analysis of application reliability. Those which proved to be pertinent are discussed under Findings.

[2]It should be noted that although Laney College served roughly one-fifth of the students it planned to serve with somewhat over two-fifths (43.5%) of the state and local funds it applied for, Cuyamaca spent 569% of what it proposed serving one-tenth the number of students.

OCT 16 1981

ERIC Clearinghouse for Junior Colleges
96 Powell Library Building
University of California
Los Angeles, California 90024